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C L A S S   N O T E B O O K

History, Functions and Objectives  
of the  
Extension Service

A Special Summer School Course  
at  
Oklahoma Agricultural and Mechanical College  
Stillwater, Oklahoma

June 7-26, 1954

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## I. HISTORY, FUNCTIONS AND OBJECTIVES OF EXTENSION WORK

Extension administrators in recent years have gained much experience with formal training courses as a part of the preparation of personnel to do effective extension work. At first proficiency in subject matter relating to agriculture and home economics was considered the most important need along with certain personal characteristics which are important to those persons who would work with people. Gradually, experience began to show that newly employed persons adapted themselves to the job and became efficient workers more quickly if trained in methodology along with subject matter. So courses in extension methods, program planning, visual presentation, communications, evaluation and similar subjects began to appear. Later, as staff increased and programs became more complex, need appeared for courses that would help staff members understand extension - its objectives, policies and philosophies; its organization - the functions of each group of workers and their relations one to the other; the older worker has developed this understanding through years of experience. This course was designed to give this understanding to the younger workers.

The course might well have been called, "This Is Your Extension Service." Its purposes are to bring understanding among Extension workers of Extension's philosophies and policies, and the objectives and functions of each group of workers in the Service. We study history to bring understanding. The students were in duty status and took their work seriously. They were intently concerned with improving their own work and obtaining ideas from beyond their own or Oklahoma experience. This was a most satisfying three weeks' work for the instructor. There were sixty-two agricultural, home and assistant agents, one specialist and one supervisor in the course. Experience varied from a few months to many years. It is apparent with this large number that participation in the discussions by individuals would of necessity be limited. Also, library facilities would not permit each individual in so large a group to personally do all the reference work. Hence, the procedure used was a combination of lecture, committee research and report. The group was divided into committees of five or six members. Each committee consisted of approximately an equal number of men and women. Twelve committee assignments were made. Each committee prepared a report which was presented to and discussed by the class. The instructor supplemented each committee report as needed and filled in the necessary gaps where one committee's work did not tie in closely with that of others.

Each student also prepared a term paper which related to his work and was in the general field of the subject matter of the course. Two persons were selected to take class notes each day. Their notes were carefully organized and turned in to the instructor. These notes, along with the committee reports, are the basis of this notebook. Obviously, there must be considerable editing of the committee reports and the notes of the class recorders to eliminate duplication and make possible a logical, unified notebook.

### The Library

A reference library of about 30 volumes was maintained in the classroom with a librarian on the job morning and afternoon. A list of the reference material is a part of this notebook. The following books and pamphlets were particularly useful to the students:



The Spirit and Philosophy of Extension Work - R. K. Bliss  
History of Agricultural Extension - A. C. True  
Cooperative Extension Work - Kelsey and Hearne  
Extension's Programs and Policies - Joint Committee Report  
The 4-H Story - F. M. Reck  
The Land Grant College Movement - F. B. Mumford

Bliss, the Spirit and Philosophy of Extension Work, might well be used as a text.

This course might have been approached in several ways. It might be approached through objectives, organizational structure, or programs; through the laws, regulations, and various legal documents such as budget, project agreements, etc.; or through the different philosophies, for each group of workers tend to have a little different philosophy as they function within the overall organization. Also, different States have different philosophies which vary from those of the Federal office. A little of all these approaches was used.

Historically, Extension is dynamic. Note the development of 4-H Club work of the present day from such beginnings as the early corn clubs in the Midwest, the canning clubs of the South or the nature study clubs of the Northeast. Starting with vocational training as the objective, it has developed until we have now the organized clubs with officers, projects and meetings. Recreation is now a strong feature; citizenship has become a very important part of 4-H training; and currently 4-H Clubs are very active in promoting world understanding. Similar illustrations can be drawn from other Extension Fields. The present interest in Farm and Home Development or Farm Unit Planning is another good illustration. This comes about because of the realization that the answer to many farm problems is not found in individual subject matter fields but in a combination of answers from many fields. General economics, soils, crops, livestock, engineering, farm and home management, nutrition -- all of these are concerned in the operation of the successful farm and in getting the greatest satisfaction from farm family living.

## II. BEGINNINGS OF EXTENSION WORK

Extension grew out of a problem situation, a need for a system of service and education to meet the needs of rural people. It did not come about all at once. The agricultural societies, the Farmers' Institutes, recognition of the problems of farm people and the accumulation of research materials all contributed to the development of Extension Work. So far as we know the first agricultural society was formed in South Carolina in 1784. By 1852 there were about 300 active societies spread over 31 States and five territories. By 1860 there were well over 900.

By 1854 Farmers' Institutes began to hold meetings and distribute publications on subjects such as manures, pasture renovation, grain crops, fruit growing, etc. The Institutes also sponsored discussions and lectures by leading agriculturalists on a variety of subjects. In 1899 over 500,000 farmers, in 47 States, attended such meetings. In 16 States these institutes were connected with the State Departments of Agriculture. In 19 Northern and Western States they were directly under the auspices of the agricultural colleges and the experiment stations.

The Morrill Act establishing the Land Grant Colleges was vetoed by President James Buchanan in 1859 but was passed again in 1862 and was signed by President Lincoln. The Department of Agriculture was authorized the same year.

In 1883, Mrs. Mary Welch, Head of Domestic Science in Iowa State College, conducted classes to interest older women in domestic arts and sciences.

The Hatch Act passed in 1887 provided national funds to be used by the States to establish agricultural experiment stations. Distinct provision was made that the Experiment Stations should be departments of the State Agricultural Colleges and not branches of the United States Department of Agriculture.

In the early 1900's various clubs for boys and girls were started. These included corn growing, nature study, gardening and canning. Seaman A. Knapp's great farm demonstration work began in the South in 1903. Perry G. Holden's county farm demonstrations in Iowa were established the same year. Kenyon L. Butterfield of Massachusetts began agitating for material aid for Extension work about the same time, suggesting that Extension work be dignified by standing in the college coordinate with research and the teaching of students.

President Roosevelt's Country Life Commission, appointed in 1908, made the following recommendations: "The first or original work of Land Grant College was academic. Later there was added research and experiments. Now there should be a third coordinate comprising extension work. Without it no College of Agriculture can adequately serve its State. It is the extension department of these colleges, if properly conducted, that we must now look to for the most effective rousing of the people of the land."

A few outstanding leaders in early extension work were: Seaman A. Knapp, who established the Farm Demonstration Work in the South; speaking of the farm demonstration method of teaching, he said: "What a man hears he may doubt - what he

sees he may possibly doubt, but what he does himself, he cannot doubt;" Dr. Kenyon L. Butterfield of Amherst, Massachusetts, a member of the Country Life Commission and Chairman for many years of the Extension Committee of the Land Grant College Association, gave as a goal for extension, "The idea of systematic, long continued and thorough instructions to the farmer the year around."

Perry G. Holden, of Iowa, a great teacher and leader, established farm demonstration work in Iowa and strongly promoted the improvement of corn. W. J. Spillman was an enthusiast for improving the whole farm unit. His approach was essentially farm management. He studied the practices on the more successful farms and recommended their use on less successful farms.



# ACTIVITIES LEADING TO DEVELOPMENT OF THE COOPERATIVE EXTENSION SERVICE

Organization	1785	1800	1825	1850	1875	1900	1925	1950
Agricultural Societies 1785 - 1861	:	:	:	:	:	:	:	:
Farmers Institutes 1853 - 1924	:	:	:	:	:	:	:	:
Farmers Institutes with State and Federal Aid 1880 - 1924	:	:	:	:	:	:	:	:
Farmers Cooperative Demonstra- tion work 1887 --1914	:	:	:	:	:	:	:	:
College Extension Work 1898 - 1914	:	:	:	:	:	:	:	:
Farmers Institutes with Federal Aid 1901 - 1915	:	:	:	:	:	:	:	:
Farmers Cooperative Demonstra- tion Work 1904 -	:	:	:	:	:	:	:	:
Farm Management Extension 1906 -	:	:	:	:	:	:	:	:
Private Agencies 1910 - 1914	:	:	:	:	:	:	:	:
Cooperative Extension Service 1914 -	:	:	:	:	:	:	:	:

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Adapted from a talk by C. B. Bauman at the Intra-Regional Conferences on Supervision, College Station, Texas - December 1950.

The first County Agricultural Agents were employed in connection with the Farmers Cooperative Demonstration Work in the Southern States. The first successful farm demonstration was conducted by Walter C. Porter on his farm near Terrell, Texas, in 1903. Mr. Porter demonstrated the feasibility of diversified cropping as contrasted with one crop, cotton production at a profit of \$700. Also this system controlled the cotton boll weevil. The key to the success of the Porter demonstration over other demonstrations was "local responsibility." Other demonstrations were conducted by the government agents, not the local people.

In 1904, \$40,000 of an appropriation of \$250,000 to combat the boll weevil was given to Dr. Knapp to "bring home to the farmer, on his own farm, information which would enable him to grow cotton despite the presence of boll weevil." Contributions of money, railroad trains, passes and other aids were received from farmers, bankers, merchants, railroad presidents and other businessmen. In 1904 over twenty agents were employed in Texas, three in Louisiana, and one in Arkansas. In 1905 this work was expanded to include Oklahoma and Mississippi. At first, agents worked in areas of ten to twenty counties. The General Education Board became interested in 1906 and supplemented the public funds available with grants which were kept separate from the public funds but which were administered by the same office in the United States Department of Agriculture as the Cooperative Demonstration Funds.

The first agent to work in one county was W. C. Stallings, appointed in Smith County, Texas, November 12, 1906, as a result of demand for more service than was available from the district agent. That year three counties in Texas and two parishes in Louisiana offered \$750-\$1,000 to obtain the services of an agent.

By cooperative arrangement with the Chamber of Commerce of Binghampton, New York, the Delaware and Lackawanna Railroad, the New York State College of Agriculture, and the Office of Farm Management, United States Department of Agriculture, a county agent was employed in Broome County on March 11, 1911. This was the first county agent appointed in the Northern and Western States. The headquarters of this work was in the Farm Bureau of the Binghampton Chamber of Commerce. This term was soon adopted by organizations of farmers supporting the county agent's work in New York. Later, it was taken up by similar organizations in other States. The appointment of County Agricultural Agents in the North and West was promoted by various private organizations with or without cooperation with the Office of Farm Management. The agricultural appropriation act of August 10, 1912, carried authority for Farm Demonstration Work in connection with item for the support of the Office of Farm Management, and about \$161,000 was provided for this new work. Chambers of Commerce, Boards of Trade and similar organizations in New York City, Philadelphia, Baltimore, Chicago, St. Louis and other cities in the North Central States formed a Council of North American Grain Exchanges. At a meeting of this organization in Chicago in October 11, 1910, so much interest was aroused that the committee authorized its Secretary, Bert Ball, to correspond on this matter with many organizations and invite them to the next meeting of the council. This second meeting on February 8, 1911, was attended by a large representation of boards of trade, grain associations, railroads, newspapers, commercial concerns, together with officers of the United States Department of Agriculture, the Experiment Stations in California, Kansas, Maryland, Missouri and North Carolina and the State Departments of Agriculture of Illinois and



Missouri. The United States Department of Agriculture was represented by M. A. Carlton, a cerealist, and O. H. Benson who was on his way to Washington, D. C. to assist in boys' and girls' club work. One of the results of this meeting was that Julius Rosenwald of Chicago offered to give \$1,000 to each of 100 counties organizing for agricultural improvement and employing an agricultural agent. The first county agents in several midwestern States were employed with the Julius Rosenwald Grant. There were many such organizations and private agencies promoting early county agent work.

This support by interstate business groups led to a seldom mentioned but significant clause in the Smith-Lever Act which required that offset funds be provided "from within the State." This makes contributions from sources outside the State ineligible for use as offset of Federal Extension funds.

From these small beginnings, the number of county agents grew until by June 30, 1914, when the Smith-Lever Act became effective, there were 1,138 men and women agents employed in 721 counties of fifteen Southern States. About 240 counties had agents in 27 Northern and Western States. Or, about 1,350 men and women served 929 counties in forty-two States.

The Beginnings of the 4-H Club Work. The foundations of 4-H Club work were well laid before the passage of the Smith-Lever Act in 1914, although the term "4-H" did not appear until later. Corn growing contests began as early as 1856 in Watertown, New York. Dr. Liberty Hyde Bailey, Cornell Naturalist, noted the failure of the rural schools to train for rural life in the 1890's. He helped to redirect the educational aims of the rural schools by writing and distributing nature study leaflets beginning in December, 1896. Boys and girls clubs were encouraged to study the material presented in the leaflets.

In the Midwest, special work for young people on the farms was begun in Macoupin County, Illinois in 1900. When the farmers of that county did not respond to special efforts to get the boys to attend Farmers Institutes, W. B. Otwell, President of the Macoupin County Institute, distributed carefully selected seed corn to 500 boys who grew it and made an exhibit for prizes at the next county institute. This was so successful that the following year 1,500 farm boys entered the contest. There was then no difficulty in getting a large attendance of boys and adults.

About this time the Texas Farmers' Congress organized the Farmer Boys' and Girls' League, which in 1904 had over 1,200 members. In 1907, sessions for boys and girls were held in 363 Farmers Institutes in eight States.

Albert B. Graham, Superintendent of Rural Schools in Springfield township, Clarke County, Ohio, is usually credited with organizing the first boys and girls clubs with present standards of club organization with officers, regular meetings and stories of project work done. In 1901 he sounded out teachers and students on the idea of forming a boys and girls experimental club. The first meeting was held on January 15, 1902. Meetings were held once a month in the basement of the county building. The litmus paper test for soil acidity was one of the techniques taught and the boys were encouraged to test the soil of their fathers' farms. Rope splicing and knot tying were introduced as well as some very simple work with



a microscope. In 1903, with the assistance of L. H. Goddard, Secretary of the Union, an organization of former students of Ohio State University, small sacks of four kinds of seed corn were provided so that the boys could compare yields of these varieties with the kind grown by their fathers. The vegetable garden project was added using seed provided by the United States Department of Agriculture through the Congressmen. A flower garden activity was developed primarily for the girls. By March 1, 1903, Mr. Graham had 81 boys and girls enrolled in his township wide club. An outstanding event of the year was the visit of approximately 100 boys and girls to the agricultural college at Columbus.

On February 22, 1902, about a month after Graham's first meeting for boys in Springfield, Ohio, O. J. Kern, county superintendent of schools in Winnebago County, Illinois assembled 37 boys in his office in Rockford. Kern wanted a more practical education for farm boys. He welcomed the support of the College of Agriculture and the Farmers' Institute in forming a boys' experimental club. Perhaps a dozen Illinois counties had started boys' clubs with a State membership of approximately 2,000 by 1904.

In Wisconsin about 1905, R. A. Moore of the Agronomy Department of the Agricultural college, took a supply of seed corn to Richmond County and gave it to each boy and girl willing to cooperate. Enough seed to plant a quarter of an acre was furnished each cooperator. The county fair association put up around \$250 in prizes. That year the fair had more corn exhibited than in any previous year.

Nebraska boys and girls supervised by their teachers, took to crop raising and cooking with a will. In the fall of 1905, some 700 boys and girls descended upon Lincoln, traveling on excursion rates, for a three-day session of instruction, judging, speech making and banquets. A Nebraska boys agricultural association and a Nebraska girls domestic science association were organized during this meeting. Just a year later, the Kansas Farmers' Institutes State Secretary, J. H. Miller, inaugurated a State-wide corn contest for boys of 12 to 18 years. Our instructor at age 16 was a member of one of these corn clubs in Wilson County, Kansas in 1906. In 1907, 2,764 boys in 40 counties engaged in corn contests, 250 girls were listed in flower growing and 150 in home gardening.

In 1904, Cap E. Miller, Superintendent of Schools in Keokuk County, Iowa, announced to his students and teachers that during the coming months they would organize a boys' agricultural club and a girls' home culture club. Each boy and girl was invited to grow some plants, any plants, and write a report on it entitled "An Interesting Plant." That fall, Professor P. G. Holden estimated that there were almost 4,000 exhibits of all kinds at the Sigourney School Fair. The program was studded with youthful orations on corn, sweet peas, cabbage, asters, peanuts and watermelons. In July 1906 farmers' activities created such a demand on the college staff that the legislature passed a law authorizing Extension work and appropriating \$15,000 to be used the first year beginning July 1, 1906. "Seed Corn" Holden was made the first superintendent of Extension.

The work of O. H. Benson in Wright County, Iowa, has special significance to 4-H Clubs because out of his work came the present national emblem. Benson, as superintendent of rural schools, not only encouraged seed testing but introduced elementary agricultural and domestic science courses into the regular classwork, gave examinations in both fields and gave school credit for the work. In Page County, Miss Jessie Field was doing similar work with corn testing, using the rag doll test. It was in Wright and Page counties that the cloverleaf emblem, both as

a pin and a pendant, was first given out to boys and girls, either for school attendance or for excellence in agriculture and domestic science work. The three leaf pin was used for first year's work in agriculture or domestic science and the four leaf pin for the second year's work. Benson took the idea of the cloverleaf emblem to Washington in 1911 when he entered the service of the Farmers' Cooperative Demonstration Work.

In 1910, the first girls' canning club of forty-seven members was organized in Aiken County, South Carolina, by Miss Marie Cramer. In the same year similar work was undertaken in two or three counties in Virginia by Miss Ella G. Agnew. When Dr. Knapp heard of Miss Cramer's work, he invited her to Washington where she was appointed "special agent" by the Department of Agriculture. There were about 300 girls enrolled in 1910.

Enrollment spread rapidly and there were 23,000 members in 1912. Miss Mary E. Cresswell was appointed Agent in Demonstration Work on July 1, 1914. She was hired to develop girls' canning work in Georgia. Miss Cresswell suggested to Dr. Knapp and Mr. Martin that since the work of the men was called farm demonstration work, the work of the women should be called by the parallel term, home demonstration work. Thus was born the term now used for county extension workers in home economics.

The name 4-H Club was not adopted until after the passage of the Smith-Lever act in 1914. The four leaf clover as an emblem was adopted at a meeting of girls' and boys' club work in Washington in 1911. O. B. Martin is responsible for the suggestion that the fourth "H" stand for "health." The emblem was adopted nationally in 1923. From such small acorns mighty oaks grow.

Home Demonstration Work, like other extension work, had its early beginnings in Farmers' Institutes. Morgan mentions the lessons in domestic science given women by Mrs. Mary Welch, wife of the President of Iowa State College as early as 1887. Soon after Farmers' Institutes became established, special programs for farm and college women were arranged. In the South, Home Demonstration Work was closely associated with the girls' canning and garden clubs started as a part of the Farmers' Cooperative demonstrations. Once admitted to the homes, tactful home demonstration agents found many opportunities to aid the women with whom they came in contact. Along with gardens and canning, bread making and butter making demonstrations soon grew in popularity.

Home demonstration work developed most rapidly in the South, increasing to 279 counties by 1914 and to 418 by 1916. In the North and West, the first county home demonstration agent employed on cooperative funds was in Sullivan County, New Hampshire in April, 1916. Home Economics specialists were employed at the colleges much earlier. They assisted County Agricultural Agents with programs for women which were very popular. On June 30, 1917, there were 17 county home agents and 97 Home Economics Specialists in the 33 northern and western States. In 1916, the instructor's wife, a Home Economics graduate, gave demonstrations in "cold pack" canning in Cloud County, Kansas, where he was County Agricultural Agent. World War I gave impetus to the Home Demonstration Work through the War Food Programs and financed by funds provided for the War Food Work. The Capper Ketcham Act of 1928 was "earmarked" one half for Home Demonstration work and 100 percent was so used in many States. The second extension agent in a county in most States was a woman who worked both with women and girls.



Extension Work with Negroes. Dr. Kenyon L. Butterfield's 1907 land grant college committee report mentioned that the Tuskegee Normal and Industrial Institute in Alabama was about to make use of a "Jesup Wagon" which was "in effect a traveling school of agriculture equipped with illustrative material and lectures to go out to the plantations, farms and other points wherever a few people can be gotten together to hold meetings for the discussion of subjects along all lines of farm activity." This is the first mention of extension work with Negroes. Early in the Farmers' Demonstration Work, agents had attempted to interest and instruct Negro farmers. A considerable number of these farmers profited by observing the demonstrations and changed their farm practices for the better. There was soon a growing demand for Negro agents that would work closely and sympathetically with people of their own race and adapt the demonstrations to the special needs of their people. This feeling was voiced by the Institutes for Negroes at Hampton, Virginia and Tuskegee, Alabama, both of which were giving special agriculture instructions to some of their students. With the cooperation of these schools and with money furnished by the General Education Board, two Negro agents were employed near the close of 1906. These men, J. B. Pierce and T. M. Campbell, served for many years as field agents of the Office of Cooperative Extension Work. About two years later, South Carolina, Georgia and Mississippi were added to the States having Negro agents, and by 1912 thirty-three Negro agents were employed. From these small beginnings work with Negroes has spread. Now several States have one or more Negro agents in every county. Recently the Federal Extension Office brought John W. Mitchell of Hampton, Virginia, J. B. Pierce's successor, to Washington to head up the Negro work for the United States.

Beginnings of Extension Work in Agricultural Economics. Extension work in farm management had its beginning in the Farmers' Institute days preceding more formal extension work. The work of both Dr. Knapp, in the Farmers' Cooperative Demonstration Work of the South and that of Dr. W. J. Spillman, who did somewhat similar work in the North, were basically farm management. Appropriations for this work from the Federal Government, antedated appropriations for extension work by some five or six years.

The Office of Farm Management was organized in the Bureau of Plant Industry in 1906. It had authority and funds "to investigate and encourage the adoption of improved methods of farm management and farm practices." Agents were placed in districts, usually comprising two or more States to investigate farm management problems and to study the prevailing types of farming. Distribution of bulletins, talks at Farmers' Institutes, newspaper publicity, demonstration tests and field meetings on typical farms were some of the Extension methods used to encourage a wide adoption of the more profitable types of farming and improved farm practices. Under the old cooperative demonstration fund many States had a specialist known as a Farm Management Demonstrator who worked very closely with District Agents and County Agents.

In 1924, H. M. Dixon, now Director, Economics Division, Federal Extension Service wrote: "Farm Management Extension Work deals with the teaching of the business principles, standards and practices that underlie the organization and operation of the successful farm." Its purpose is two-fold.

1. Assistance to farmers in obtaining and analyzing farm business facts and introducing improved business practices.

2. Supplying a background of the economic facts that underlie farm business and are essential to the sound development of agricultural extension programs.

"Farm Management Specialists were among the first specialists on State staffs." Many States maintained a farm management specialist in the County Agent Leader's office to assist with the second purpose mentioned by Mr. Dixon. "Farm Management Extension Work was introduced in New York and Ohio in 1912 and in Massachusetts in 1913." In the period 1908-1914 farm business and cost analyses had been made in several States all pointing to the wide variation in incomes of individual farms. The definite reasons back of this variation epitomize the difference between good and poor farm management. In the summers of 1912-1913, C. B. Smith, in charge of extension work in the northern and western States arranged for a number of farm management schools for county agricultural agents. The object of these schools was to teach county agents farm business analysis and farm business relationships as a basis for sound policy in all extension teachings. Schools were held in Colorado, Wyoming, Kansas, Massachusetts, New Hampshire, Missouri, Nebraska, New York and Vermont. At first, facts concerning farm management were obtained by surveys from the farmers. Soon record keeping was introduced where the farmers kept their own records and helped analyze the information gathered, thus reverting to the "learn by doing" principle. Farm Management is basic in the present extension activities in Farm and Home Development through the Farm Unit Approach.

Extension Work in Agricultural Outlook. In a paper dated August 26, 1938, V. R. Wertz, Ohio State University, says: "Probably no one can say definitely when agricultural outlook work was started in the United States. In the States many think of it as being officially started in 1923 when Dr. H. C. Taylor, of the Bureau of Agricultural Economics at Washington, first called together a group of individuals to consider this work. Since 1923 the Federal Bureau of Agricultural Economics has devoted an increasing amount of attention to the compilation of outlook material which goes to the press and to the extension divisions of the various State agricultural colleges and thence to farmers in their respective States. At first much emphasis was placed upon annual outlook reports which were intended to place in the hands of farmers the basic material upon which agricultural planning could be done for a six to twelve month period. More recently emphasis has been shifted more to the continuous release of timely economic topics as they arise, although these annual reports still have prominent place. For example: Since 1929 Ohio has published a 4-page leaflet each month called "Timely Economic Information for Ohio Farmers." The purposes of agricultural economics outlook work are:

1. To aid farmers in planning their production and marketing in such manner as will yield them the highest long-time net income consistent with good farm management practices.
2. To assist farmers to level out the peaks and valleys in production and to stabilize consumer prices as well as the income to farmers.
3. To provide to farmers economic information, a portion of which at least was available to market operators through their own efforts.

Generally speaking, there are three main links in the chain of agricultural outlook organization. The economists in the United States Department of Agriculture



gather and publish information. Extension specialists in the various States adapt information to their own State situation and train the county extension agents who assist in disseminating the information to farm people. The 32nd Annual National Outlook Conference will be held in the Department of Agriculture in the fall of 1954.

The Smith-Lever Act provided the first legal basis for Extension work in marketing. The following is a quotation from hearings before Congress when the Smith-Lever Bill was being considered; "The itinerant teacher or demonstrator will be expected to give as much thought to the economic side of Agriculture, the marketing, standarizing, and grading of farm products as he gives to the matter of larger acreage yield." Extension work in marketing had its beginning during the depression following World War I, when there was a strong pressure for development of cooperative services. The Capper-Volstead Act passed in 1922 defined the type of cooperative organization which could qualify for government assistance. Following this, extension work with cooperative groups both in assisting them to organize and in training and assisting officers and managers, greatly expanded. An Economic Section was established in the Federal office of the Extension Service. The Bankhead-Flannagan Act passed in 1936 lists better marketing and distribution of farm products among several activities authorized by the bill. No special funds were appropriated for work in general agricultural economics or in marketing until the passage of the Research and Marketing Act of 1946. Prior to this, all work in agricultural economics and marketing was financed from regular extension funds as were other projects. Title II of the Research and Marketing Act entitled "Research Service and Education in Marketing" provided funds for extension work. Authorized objectives include;

- (1) To find better methods of handling, processing and marketing farm products.
- (2) To develop and encourage a more efficient and orderly system of marketing.
- (3) To develop standards of quality and encourage their use in commerce.
- (4) To conduct studies and information programs to promote the free movement of farm products.
- (5) To assist in developing new uses and wider outlets.
- (6) To cooperate in consumer education.
- (7) To collect and disseminate marketing information.
- (8) To bring about a better balance between production and utilization.

The Research and Marketing Act differs from the other extension authorizations in that it requires Federal Extension Office approval of each individual State project and sets a time limit on the project. Hence, the funds can be obtained only by presentation of an individual project which has definite termination. Under this act regional offices have been set up to serve groups of States such as the offices at Boston, Louisville and Kansas City. These offices are largely information offices and employ a home economist and an agricultural economist who study the markets, search out good buys and broadcast market information to the people in their respective territories.

In 1954 Michigan passed new legislation which sets up offices in eight large consuming centers to disseminate consumer information, four area offices to work

with retailers and four area offices to work with farm people on production problems which are closely associated with marketing. This sort of work will undoubtedly increase.

Extension objectives in meeting present-day marketing problems are:

1. Help to bring about a better balance between agricultural production and utilization. This involves promoting widespread understanding and use by producers and others of basic data and information on supplies, movements, prices, market outlook, and consumer demands for agricultural products.
2. Help expand outlets for farm products -- through wide dissemination of timely, up-to-date information on foreign and domestic demand, consumer needs and preferences, the location of new markets, and markets for new products. It also includes dissemination of marketing information for consumers.
3. Improve efficiency and reduce marketing costs -- through encouraging the adoption of improved practices in grading, handling, packaging, transportation, storage, and merchandising; to preserve quality, decrease waste, and increase saleability of farm products.
4. Help in the evaluation and improvement of marketing facilities.

The following guiding principles were defined by the Southern States Marketing Conference, November 21-23, 1944:

1. Extension has an important responsibility for assisting farm people to develop satisfactory marketing methods. Their function in this field is one of education.
2. The entire extension staff, with the marketing specialists as leaders, should concern themselves with marketing.
3. The location of marketing facilities and the development of marketing systems and marketing methods should be preceded by careful research investigations.
4. Extension workers should assist cooperatives with their member educational programs and in the development of sound business and merchandising practices.
5. Careful study should be given to the place of the wartime expanded production of specified farm products as a part of the permanent agriculture of the South. Every encouragement should be given to the production of adapted commodities on an efficient basis and to the development of sound marketing procedures for these products.



6. Since cotton plays such an important part in the agricultural economy of the South, the Extension Service should work diligently to encourage a sound cotton program. The United States cotton grower must understand what he must do to hold his fair share of the world cotton market and must assist in the development of techniques necessary to holding or expanding the domestic market for cotton.

Public Affairs. The advent of several Federal agencies with specific programs, the increasing impact of economic situations on farmers' ability to obtain fair prices for his product, maintain his living standards and other developments in government has brought about a great increase in interest among farm people in better understanding of and participation in public policy matters. The discussion method is usually used to disseminate information on debatable questions. This work is most successful when it can be done before a question becomes a political issue. The farm organizations are much concerned that extension increase its work in this field. The Farm Foundation is now providing the expenses for an annual conference on this subject, particularly methods of carrying on the work. This type of work will increase with additional extension funds available.

Consumer Education. Extension workers have long done some teaching in the field of consumer education. One of the outstanding pieces of consumer education work in extension was done by a New York home demonstration agent, results of which helped in having this phase of work included in the 1946 Research and Marketing Act. Another early example of consumer education was the work of Ralph Backstrom, Assistant County Agent in Hennepin and Ramsey Counties, Minnesota, the Twin City area. He encouraged the consumption of fruits and vegetables in that locality. His program consisted of market tours, radio programs, and slide lectures to show consumers how to judge quality in vegetables and fruits. He prepared materials for the use of county agents in the vicinity and is responsible for the slogan, "A Good Buy for the Consumer May be a Good Sale for the Producer," when products are in over-supply. This work will expand with new Extension funds.

Early Extension in Oklahoma. W. D. Bentley was father of extension work in Oklahoma, being appointed a special agent in 1904 by Seaman A. Knapp. Eight agents were appointed in 1908 to carry on the Farmers' Cooperative Demonstration Work. This number had increased to 67 by June 30, 1914 when the Smith-Lever Act became effective. Home Demonstration Work was first organized about May 1, 1912. Funds to carry on the work were contributed by the New York Educational Board. This included \$1,000 for girls canning work. Local businessmen, Chambers of Commerce and other groups including the Fort Smith and Western Railroad contributed generously. The first women agents worked two months a year at a salary of \$75 per month. In 1912 there were eleven agents and 3,555 girls enrolled in the tomato and canning club. Oklahoma had the first Negro agent employed to do county work. Anna Peters Hunter was appointed January 1, 1912 to work in Okfuskee and Seminole Counties. The first State legislation was passed in 1912 authorizing county commissioners to appropriate an amount not to exceed \$500 per year for agents' salaries. Federal appropriations for home demonstration work for Oklahoma in 1912 was \$35,000. In 1913 headquarters was moved from Unicorn to the Federal Building in Oklahoma City. In August 1914 the State Extension Office was moved to Morrill Hall on the Agricultural and Mechanical College campus. All the records were destroyed by fire later that year.

Miss Emma Chandler was the first assistant State agent in charge of girls' and women's work. Mr. John E. Swain was appointed supervisor of boys and girls clubs with Mr. H. E. Hedger as assistant in 1915. The first school fair was held in Oklahoma City in 1915. In 1916 Miss Martha McPheters helped instruct 1,185 canning club girls, 2,149 in better bread baking and 2,305 boys and girls in poultry. That same year there were twenty-three home agents and 733 local home demonstrators. The boys' and girls' club work was combined in Oklahoma in 1922 when B. A. Pratt was made 4-H Club agent and Mrs. Daisy M. Frazier and E. B. Shotwell, assistant State club leaders. Radio programs were initiated in 1926. Miss Norma A. Brumbaugh was appointed acting State agent in December 1927 and State Agent in July 1929. Home demonstration advisory committees were first organized in 1927 which later became known as home demonstration councils. The State Home Demonstration Council was organized in 1935.



### III. EXTENSION LEGISLATION

During the period 1903-1909, a type of demonstration work was being developed both in the South and in the North under the leadership of such men as Dr. Seaman A. Knapp, Dr. W. J. Spillman, Perry G. Holden and others. Work with boys and girls was developing in the form of nature study clubs in New York, Experimental Clubs in Ohio, Corn Clubs in Illinois and Iowa, and Canning and Garden Clubs in the South. Drs. Knapp and Spillman worked for the United States Department of Agriculture.

In 1907 the Land-Grant College Association appointed an Extension committee headed by Dr. Kenyon L. Butterfield of Massachusetts. This committee reported to the Association in November 1908. In recommending an extension service the report said in part, "There is little chance of arguments upon the propositions that the organization of resident instruction in agriculture through the Morrill and Nelson Acts and the organization of research in experiment stations through the Hatch and Adams Acts is chiefly responsible for the progress in agricultural education that has been made during the past few decades. We can think of no argument that is ever applied or does now apply to Federal appropriations for agricultural colleges and experiment stations that does not equally apply to extension work, which is organic and vital to the development of the functions of the institutions which we represent."

"The first extension bill" was introduced into Congress in 1909 by Congressman J. C. McLaughlin, of Michigan and Senator J. P. Dolliver of Iowa. About the same time a strong movement supported by the National Society for Industrial Education and the American Federation of Labor, had developed for vocational education in agriculture, trades and industry and home economics in secondary schools using Federal aid. The committee combined the vocational and the extension bills. Due to the minor consideration given extension, the combined bill was received unfavorably by the Association of Land-Grant Colleges.

In 1912, Congressman A. F. Lever of South Carolina and Senator Hoke Smith of Georgia became chairman of the agricultural committees in the House and Senate respectively, and the Smith-Lever Bill was drawn and introduced. The vocational bill was referred to a commission for study. This left the way open for the passage of the Smith-Lever Bill, which was accomplished May 8, 1914.

Among the principles established by the Smith-Lever Act which still are important in extension work are the following:

- (1) Establishes cooperative work between the United States Department of Agriculture and the State Land-Grant College.
- (2) Provides basis for work with farmers, with boys and girls and with the homemaker.
- (3) Provides basis for work both in the production and marketing of farm products.
- (4) Emphasizes the demonstration method of teaching.
- (5) Provides for cooperative financing by both State and Federal governments.

- (6) Provides the basis for memorandum of understanding between the State College of Agriculture and the United States Department of Agriculture which sets out method of administering Extension work. In this memorandum, signed by all States, but California and Illinois, in 1914, the State College agrees (1) to organize and maintain an administrative division for management and conduct of extension work, (2) to administer all extension funds through this division and (3) to cooperate with the United States Department of Agriculture in all extension work authorized in the State. The United States Department of Agriculture agrees (1) to establish and maintain a central office for administration of the extension work in the Department of Agriculture and (2) to conduct all extension work within a State in cooperation with the Agricultural College.

It was mutually agreed (1) that all work be planned under joint supervision of the State director and the Director of Extension Service, United States Department of Agriculture, (2) all appointees are joint representatives of the College and of the Department and (3) plans are made by the States, and after approval by the representatives of the Secretary of Agriculture, are executed by the States.

Following rapid expansion of extension work during World War I with supplementary appropriations, the demand for the work and the need for funds to further expand it found expression in the passage of the Capper-Ketchum Act in 1928. The Capper-Ketchum Act as generally interpreted, provided for further development of 4-H Club work and home demonstration work as part of the cooperative extension system.

Two important changes from the Smith-Lever Act are: (1) 80% of the funds should be used for payment of salaries of extension agents in the counties. Men and women are to be employed in fair and just proportions. The restriction on use for agricultural trains in the Smith-Lever Act did not apply to the Capper-Ketchum Act.

The demand upon the County Extension Agent for assistance with the government programs during the 1930's brought about the passage of the Bankhead-Jones Act in 1935. This Act did not require offset, but all Smith-Lever and Capper-Ketchum funds must be offset before the State was eligible to receive Bankhead-Jones funds. Title I of this Act also provided additional funds for research. This was the largest of the Extension Bills to date authorizing appropriations of 12 million dollars. The apportionment of funds was changed from rural population basis to a farm population basis. This increased fund resulted in great expansion of home demonstration work in the succeeding years.

Extension work in farm forestry has been promoted by two Acts: The Clark-McNary Act passed in 1924 and supplemented by the Norris-Doxey Act as passed in 1937. Appropriations were small under these Acts and funds were used to pay a portion of the salary of State specialists in forestry. These two Acts were combined by the Cooperative Forestry Act of 1950.

The Bankhead-Jones Act was amended in 1945 by the Bankhead-Flannagan Amendment. It provided an additional  $12\frac{1}{2}$  million dollars for the further development of cooperative extension work. These funds must be off-set by the States. It



provided that two percent of the funds could be used in the extension office in the United States Department of Agriculture. \$500,000 of each year's appropriation was held in reserve in the Secretary's office to be allocated to the States on basis of special need due to population characteristics. The Bankhead-Flannagan Amendment specifically mentioned emphasis for work in improving standards of living, better marketing and distribution, work with 4-H Clubs and older out-of-school youth, farm and home planning and nutrition.

On June 26, 1953 Congress passed Public Law 83 which is an amendment to the Smith-Lever Act. This has the affect of combining all of the existing extension laws except those dealing with forestry into one Act and repealed all or parts of previous extension legislation. The appropriation under Public Law 83 was the same the first year as it was the previous year under the several acts. The new law does not limit the appropriation, but leaves it to Congress to decide each year the amount necessary. The extension appropriations for 1954-55 were increased by about \$7,064,000. These funds are to be used for increasing the personal service to American farmers mostly through farm and home planning on a farm unit basis; to expand work in consumer education, and in public policy. Eighty-five percent of the increased amount of funds is to be used for additional personnel in the counties.

There is also an increase of approximately 360 thousand dollars for marketing extension under the research and marketing act. Included among the acts repealed by Public Law 83 in addition to the Smith-Lever, Capper-Ketcham, Bankhead-Jones and Bankhead-Flannagan, are the several acts making available Extension work in Hawaii, Alaska and Puerto Rico, and the special act appropriating funds to be distributed among those States handicapped by the loss of funds due to population shifts reported in 1940 and 1950 censuses. The accompanying summary table gives a synopsis of the major Extension acts. (See table on page 18)

Title II of the Research and Marketing Act of 1946 carries extensive authorization for Extension Work in Marketing which is developing with increasing momentum.

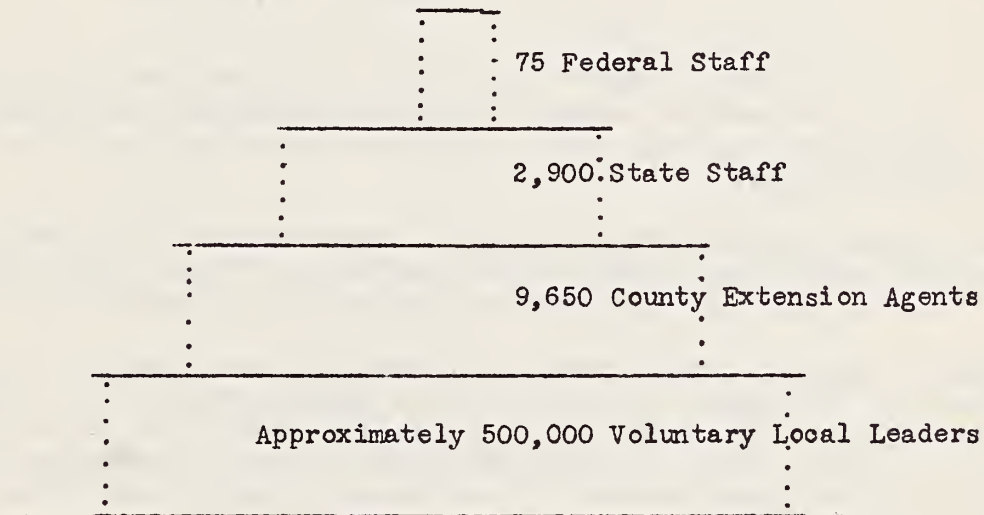
BRIEF SUMMARY OF BASIC EXTENSION LEGISLATION

ACTS PASSED	SMITH-LEVER 1914	CAPPER-KETCHAM 1928	BANKHEAD JONES 1935	FURTHER DEVELOP- MENT 1939	BANKHEAD FLANNEGAN 1945	PUBLIC LAW 83 of 83 CONGRESS 1953	ADDITIONAL APPRO- PRIATIONS PUBLIC LAW 83 1954--55
TOTAL Authorized	4,704,710	1,480,000	12,000,000	555,000	12,500,000	No Limit	7,064,000
How Distributed	10,000	20,000	20,000	By Sec. of Agri. on basis of need	By Farm Pop.	Farm Pop. \$32,163,029	
All States: Alike						4% According to need	
Balance	Rural Pop.	Rural Pop.	Farm Pop.			48% Farm Pop. 48% Rural Pop.	
Offset	All except 10,000 per State.	All except 20,000 per State.	None	None	All	Same as 1953 All when additional funds made available	Yes, but not necessarily by new money
Special Provisions	Provide for mutual agreement on Program by USDA & L.G.C. Not for resident instruction or Agri. trains 5% for publications	80% for co-workers men and women alike. May be used for agri. trains	All S-L & C-K funds must be offset before this available.	Protects states from losing funds: due to pop. shift.	Name six fields of activities provides 2% for Fed. Ext. Office	Amends Smith-Lever & re-places 7 bills Openend Bill Amount to be determined by Congress each year	85% for co-workers to increase personal service to American farmers mostly for farm and home planning some for consumer education.



#### IV. THE COOPERATIVE EXTENSION SERVICE

The Cooperative Extension Service today is an organization of 12,624 employees located in 51 States and 3,108 counties. This is an average of about four agents per county with a range from one agent per county to as high as 19. There are 116 Directors and Assistant Directors, 208 State Leaders in Agriculture, 213 in Home Economics, and 250 in 4-H Club Work. There are a total of 2,172 specialists -- 1,408 in Agriculture, 305 in Home Economics and 287 in general fields serving both agriculture and home economics. There are 9,642 county extension agents and assistants -- 5,324 in agriculture, 3,698 in home economics and 620 designated as 4-H agents. Many assistant agents work a large portion of their time on 4-H Club work while agricultural and home economics agents spend approximately 1/3 of their time in this field of work. There are about 75 professional people in the Federal Extension Service. Thus, we see that the Extension organization might be likened to a pyramid, its broad base being approximately 500,000 local leaders serving voluntarily, approximately 9,650 county extension agents, approximately 2,900 State staff and approximately 75 Federal staff. This explains in part extension's close tie to farm people.



The Cooperative Extension Service is like a Pyramid

Full-time State and county employees hold cooperative appointments in the United States Department of Agriculture and the State Agricultural Colleges. County staff are also considered employees of the county. Those holding cooperative appointments are eligible for certain privileges of the Federal Civil Service System such as (1) Federal compensation which provides hospitalization, doctor's fees, and widow compensation in case of accidental death while on duty, (2) the penalty privilege, or the privilege of mailing official matter free of postage, (3) retirement benefits and (4) the service awards of the United States Department of Agriculture.

Extension is a cooperative service budget-wise. The 1954 budget was \$89,531,000.78. \$32,163,029.02 or approximately 37% came from the United States Congress. \$57,367,971.76 or 63% came from sources within the States. State Legislatures or the colleges from other sources provided \$33,875,348.33 of this or 59% of the total within the State, and 36% of the total budget. Counties from county appropriations provided \$21,165,465.59 or 36% of the total budget within the State. Contributions from organizations and other sources amounted to \$2,327,157.84 or 6% of the State total.

#### State Budgets - 1954

No. of States	Amount of Budget
4	Over \$4,000,000
1	3,000,000-4,000,000
16	2,000,000-3,000,000
14	1,000,000-2,000,000
16	Under 1,000,000

Of the States with a budget of less than \$1,000,000, one is in the central region, seven in the western region, six in the northeast region, and two territories. Thus we see that the small budgets are in the smaller States or less densely populated areas.

The Oklahoma budget is \$2,160,033.44. Forty-two percent comes from Federal funds and 58% comes from sources within the State. Of this latter amount 44% is from the college or direct from the legislature and 14% from counties.

Federal funds are transmitted to the States twice a year on or about July 1 and January 1. The State director submits a budget before July 1. When the budget is approved, the first half of the Federal money is sent in a lump sum to the State. Federal funds are deposited within the State, and expenditure is authorized by the State director. A year later, check is made to see that the money is spent as planned.



## V. WHAT IS MEANT BY OBJECTIVES

Objectives are essentially goals. A major difference is that the objective tells where we wish to go. The goals indicate how far we wish to attain within a given time. Both objectives and goals may extend over a long period of time (long-range) or they may be limited to a year or less (short-range). They may be national or local. If local, adaption to particular areas and circumstances will be necessary. They may be as broad as programs or as narrow as the specific objectives of a particular organizational unit or even an individual. It is perfectly in harmony that we have over-all objectives for the extension service while a county agent, home agent or 4-H agent has specific objectives for the work in a small area in his county.

Employees who understand the purpose of a program are better equipped to explain it to the public they serve. You cannot explain what you do not understand. If you do not believe in an objective, you certainly cannot convince anyone else of its soundness. Once objectives are understood and interest obtained, it then becomes possible to delegate more authority and to allow employees wider discretion in the manner in which they get their jobs done. It is essential in a large national organization like the Cooperative Extension Service that there be uniform understanding of national policies at different organizational levels and in different parts of the country. However, an employee who deals directly with the public requires a somewhat different understanding than one who does not, and the approach to bringing about this understanding should be tailored to fit the particular group of employees concerned.

Not only is it desirable that each extension worker be familiar with the objectives of the extension service, but they should also understand the broad objectives and programs of the U. S. Department of Agriculture and of the State Agricultural College. This is necessary if employees are to do a good job of representing the Department and the college and answer the questions about Department or college programs that members of the public may ask.

This might be fixed in mind more firmly if we consider together the objectives of this course. The instructor's objectives will be to help you (1) put together information and experience to show what extension work really is, (2) better understand why extension is what it is, (3) understand objectives of over-all extension as listed below, (4) understand the functions of each group of workers, and (5) to understand each individual worker's part in a large effort to make rural America a better place in which to live. If this is accomplished, you will have progressed a long way toward developing a philosophy which will contribute much to your success as an extension worker and to your obtaining satisfactions from your work.

### Objectives of Extension Work

In the pressure of daily demand, occasionally there is need to take time to think about the direction in which it is desired that Extension programs go. Where extension is headed; what is being done and how effectively the public need is being served is determined in large measure by program objectives. For this

reason it is extremely important that they be clearly formulated and understood. The basic objectives of extension work are set out in the Smith-Lever Act as follows: "Cooperative Agricultural Extension Work shall consist of the giving of instructions and practical demonstrations in agriculture and home economics and subjects relating thereto to persons not attending or resident in said colleges in the several communities and imparting information on said subjects through demonstrations, publications and otherwise."

Some 30 extension directors meeting in an administrative workshop at Madison, Wisconsin, October 21-November 2, 1946, set up the following major objectives of extension programs. "The ultimate objectives toward which extension work is directed is more fruitful lives and better living for all people. Efforts of the extension service to attain this objective include:

1. Improvement of the economic, social and spiritual well-being of the farm family.
2. Improvement of farm income through the application of science and farm mechanization.
3. Encouragement and help to people to become wiser consumers.
4. Improvement of health through better nutrition and more adequate health facilities and services.
5. Improvement of family living through better housing, rural electrification and more adequate labor saving equipment.
6. Improvement of educational and recreational facilities for the home and the community.
7. Development of a better understanding of and more effective participation in community, State, national and international affairs to the end that constructive policies may be determined.
8. Improvement of the conservation of resources so that future generations also may have a good living and the general welfare be thereby safe-guarded."

In 1946 a joint committee of Department and Land-Grant College personnel, was appointed to suggest basic extension programs, policies and goals. This committee listed the following 12 contributions to improvement of the farm, the home and farm living:

1. Applying the findings of research.
2. Solving problems through group action.
3. Understanding economic and social factors.
4. Improving the family diet.
5. Improving other functions in homemaking as attractive home surroundings, save time, improve clothing.
6. Expanding the youth program.
7. Counseling on farm problems.
8. Organizing rural people to meet emergencies.
9. Contributing to the science of government and education.
10. Aid esthetic and cultural growth of farm people.
11. Contribution to urban life.
12. Developing rural leadership.



A brief review of the objectives of extension supervision might enable you to better understand the work of your respective district agents.

Knaus and Hearne in Extension Service Circular 409, U. S. Department of Agriculture, August 1943, state the objectives of supervision as:

1. A sound, well-balanced rural program in every county.
2. A coordinated approach to solutions of the problems of rural people, utilizing all the resources of rural people, the Extension Service and cooperating groups.
3. A strong, representative group of informed people who act as a local sponsoring organization and assist in planning, organizing, financing and directing county extension work.
4. An adequate staff of county extension workers interested in rural affairs and with the imagination, personality, technical training, experience, and judgment to enlist rural people in self-effort to solve their own problems.
5. A trained county personnel with a knowledge of (a) The aims and objectives of extension work, (b) their own duties and responsibilities, (c) effective methods and techniques of extension education, (d) subject matter related to problems of the area, and (e) techniques of organizing and administering a county extension service.
6. County financial support to provide adequate county staff, office and travel facilities, and teaching equipment.
7. Effective working relations within the Extension Service and with other related groups.
8. A general understanding of extension policies, purposes, objectives, and accomplishments by both rural and urban people.
9. County extension workers availing themselves of opportunities for professional improvement.
10. High morale of county staff with desirable attitudes and with a satisfaction in their work.

The objectives of county agent work as set up in your Oklahoma project agreement are "To furnish instruction (to farmers) through county agents on the best methods of agriculture and community improvement including economic production and distribution of farm crops and livestock through organization, practical demonstration, personal contact, discussion and otherwise to the end that products of the farm may be better utilized to support the family and the livestock thereon and that marketable products may be better prepared and more economically distributed. To organize and direct the agricultural forces in the county so as to make effective on as many farms as possible such aids, practices and methods."

The home demonstration project states objectives as: "Development of rural family life in attaining a higher plane of profit, comfort, culture, influence and power through a continuing program of education; the establishing of demonstrations that are living examples of good homemaking and a guide to other women and girls in improving their homes; the dissemination of subject matter information in the fields of food and nutrition, clothing, the house and yard, family

economics and family life; the development of individual and group leadership through information, participation, inspiration and achievement; the realization of the opportunities of satisfaction which may be derived from rural life." The purpose of 4-H Club work in Oklahoma as stated in the project agreement is to "aid in the continuance of proper development of rural youth in intellect, skill, social relationships, health and other things which contribute to thrift, profit, comfort of contentment, and good citizenship." Similar objectives are set up for each specialist and each general division of the Extension Service, in their project agreements and in greater detail in the annual plans of work.



## VI. THE EXTENSION ORGANIZATION

The basic legislation intended that the Extension Service be a cooperative service. In the Smith-Lever Act it is referred to as "Cooperative Agricultural Extension Work." It sets forth certain regulations governing the cooperation between the colleges and the department and opens the way for the development of certain procedures by agreement. There are a number of documents which spell out the details of cooperation. First among these is the Memorandum of Understanding of 1914, signed by all of the States and territories, except the States of California and Illinois. The failure of these two States to sign has not affected the general pattern of organizations of the Extension Service, nor the work done in these States. They receive their full allotment of Federal funds and both States are doing excellent extension work.

Both the Smith-Lever Act and the present Public Law 83 carry the following statement: "This work shall be carried on in such a manner as may be mutually agreed upon by the Secretary of Agriculture and the State Agricultural College or colleges receiving the benefits of this Act." This is the basis for the following documents which all States submit to the Federal Extension Office.

DOCUMENTARY BASIS FOR LAND-GRANT COLLEGE -- U.S.D.A. COOPERATION IN EXTENSION WORK

Name of Document	No.	Duration	Who Signs	Purpose	Remarks
Memorandum of Understanding of 1914	One	Many years=	Pres. of College Sec'y of Agric.	Establish broad working relation-ships.	California and Illinois did not sign.
Project agreement	One each line of work	Several years	State Director Federal Adm.	Establish need Broad outline of work proposed	Brief - General but fixes boundaries
Annual Plan of Work	One each active project	One year	Workers, approved by State Dir. & Fed. Adm.	Specific work, plans and goals for year	Detailed justification, specific work, plans, goals.
Annual Budget	One	One year	State Dirs. Fed. Adm.	Allots funds to projects. Estab. salaries. Estim. cost of operation	A one year contract between College and U.S.D.A.
Annual Report	Each worker	One year	Worker	Record work done Justification Infor. to public	Narrative and statistical
Inspection Report	One	Made at end of year	Inspector Director (State)	Clear Financial records	Detailed review of expenditures in re. to Budget and Plans of work.

The Project Agreement is a brief document which sets the boundaries for each different line of Extension Work carried on in a State. They are long time proposals of work to be done and justifications for it. There are project agreements for administration, county agent work, home demonstration work, boys' and girls' club work, and the several subject matter fields like dairy or marketing, for example, in each State. The Project Agreements are signed by the State Director and the Federal Administrator.

The Plan of Work is an annual document. It gives specific details of the work which is planned and the goals for the year. These are prepared and signed by each individual worker and approved by the State Director and the Federal Administrator.

The Annual Budget, is prepared in each State, which allocates funds to each project, lists the workers on each project with their salaries, expected expenses and otherwise estimates the expenditures for the year. This is a contract between the college and the Department for that year. It is prepared and signed by the State Director and approved by the Federal Administrator.

An Annual Report is prepared by each worker or each group of workers. It records the work done; justifies the expenditure of public funds; and provides information for the public. The Director's Annual Report contains a statement of the expenditures.

The Inspection Report is made after the close of the year and after the funds have been expended. Someone from the Federal Extension Office reviews the accounts at the end of the year, considers the expenditures in relation to the legal authorization, the annual budget and the plans of work. Approval of this report clears the financial records for that year. If funds are wrongly spent, they must be replaced or the amount will be deducted from the following year's allotment to the State.

The following Fundamental Principles\* which govern the effective organization of extension work were prepared in 1938. They apply equally well in 1954:

1. Centralized executive responsibility. The necessity for a single responsible directing head of the operating unit is so obvious as to require only mentioning. Little progress can be made in any field of endeavor without such centralized executive control.
2. Functional assignment of duties. The second principle by which to judge the soundness of the administrative organization structure is the degree to which the functional assignment of duties prevails. Once the functions, the organization is called upon to perform, have been clearly set forth the next step is the clear differentiation of the duties assigned to each of the various divisions and sections into which the organization is divided for the orderly execution of each of these functions.

\* Extension Service, U. S. Department of Agriculture



Unless the key persons in the organization are thoroughly familiar with the assignments of duties, it becomes impossible for the directing head to exercise executive control. There is nothing so disintegrating as indefiniteness of assignment.

3. Proper delegation of authority. The definition of duties and functions becomes mere mockery unless those in key positions are clothed with the required authority to efficiently operate their divisions, sections, or other units. Without authority there can be no accountability for either quantity or quality of output. The person to whom authority is delegated should be backed up, or if incompetent, removed.
4. Facility for cooperation and coordination. Lost motion and friction are avoided if provision is made to insure the cooperative action of all interested parties and the proper coordination of related activities involved in that common end-product.
5. Democracy of spirit and operation. Greatest progress is made when those supervised, and the supervisors approach their common problems with a professional attitude of mind and with a common understanding of the duties and responsibility of each member of the organization and how each contributes to the advancement of the common objective.
6. Functioning leadership. Much of the course depends upon the functioning of those placed in responsible positions of leadership. Not only must the duties of those in key positions be clearly defined, and the necessary authority delegated, but those leaders must act in accordance with the plan. It of course is the responsibility of the executive head to see that the key leaders function.

#### The Federal Extension Service

The functions of the Administrator are variously listed by authorities but may be summarized into five. They are (1) determining the program both content and how it will be carried out; (2) staffing which includes establishing standards, hiring, training, supervision, promotion, etc.; (3) financing which includes obtaining funds, budgeting, accounting, establishing salary scales, etc.; (4) correlating or organizing which means bringing the different elements of the organization together into a proper working relationship; and (5) reporting which includes evaluation of the program carried on, results obtained and accounting to the public for the funds spent.

In school administration three areas of operation are generally accepted as defining the functions of administration. They are management, supervision and evaluation. Under each of these there are three duties to be performed in each area. They are planning, execution and control. This same classification may apply down the line to the Federal, State and County administration of extension work.

In carrying out these functions of administration, various schemes of organization have been tried through the years both in the Federal and in the State offices. In the Federal office prior to 1922 Extension work was in the States Relations Service, Department of Agriculture. The country was divided into two regions, 15 States in the Southern Region and thirty-three States in the North and West. Each of these divisions had a section of county agent work,

of home demonstration work and of 4-H Club work. In addition there was the fiscal section attached to the Director's office. In 1922 the Department of Agriculture was reorganized and three large divisions set up, one of research, one of regulatory work and one of extension, each with a director. In Extension Administration the United States was divided into four regions with a regional agent in charge and one person working with 4-H Club work, one with home demonstration work, and one with county agent work in each region. Also, there was an information office, a specialists section and the business office. There was also a Department of Exhibits and Motion Pictures which was not a part of the Cooperative Service.

In 1938 the Extension Service was again reorganized. This time on a so-called functional basis. The regional agents were discontinued and six sections were set up, each with a chief. They were Business Administration, Information, Field Studies and Training, Field Coordination, Agricultural and Home Economics Specialists and Economics Specialists. The county agent, home demonstration agent, the 4-H Club workers were grouped in the Division of Field Coordination. However, they continued to work on a regional basis.

In 1952 the Service was again reorganized. This time seven divisions were set up, each with a Director. These are Economics, Agriculture, Information, Home Economics, 4-H Clubs and YMW, Records, Reports and Training, and Business Administration. These are grouped into two branches, the first five into a Programs Branch and the last two into a Services Branch with a Deputy and an Assistant Administrator respectively in charge.

More recently an assistant administrator has been added to coordinate the activities of the Program Divisions and two assistants to the administrator to assist with liaison work with Land-Grant College officials. The present organization is Mr. C. M. Ferguson, Administrator; Mr. P. V. Kepner, Deputy Administrator, Mr. L. M. Schruben, Assistant Administrator in Service Divisions, Mr. O. C. Croy, Assistant Administrator in Program Divisions; Mr. L. I. Jones and Mr. Gerald Huffman, Assistants to the Administrator; Agricultural Programs, J. E. Crosby, Jr., Director; Home Economics Programs, Frances E. Scudder, Director; 4-H Clubs and Y.M.W. Programs, E. W. Aiton, Director; Information Programs, L. A. Schlup, Director; Agricultural Economics Programs, H. M. Dixon, Director; Management Operations, Jos. P. Flannery, Director; Extension Research and Training, M. C. Wilson, Director.

### The State Services

There are three types of overhead organizations most common among the States:

1. The Agricultural Vice President type - In which there is a vice president of the college charged with the responsibility for extension policies, relationships, and general budget. Under him there is a Director of Extension, Director of Research and a Dean of the College of Agriculture. This, in some States, takes the form of an Agricultural Institute. States with this type of organization include Texas, Minnesota, Oklahoma, and Washington.
2. The Dean and Director type - Here the Dean carries the titles of Director of Extension and Director of Research, also. There is an associate director in charge of Extension, an associate director in charge of research and an associate dean in charge of college teaching. Indiana, Illinois, Iowa and Nebraska are typical examples.



3. The coordinate type - Where the director of Extension reports to the President and has equal rank with the Dean of the College and the Director of the Experiment Station. In Kansas, the Director of Extension has the title of Dean of Extension on the college faculty. There are instances in this type of organization where the budget and general policies may clear to the President's office through the Dean of Agriculture, but the Dean of Agriculture exercises little actual direction of Extension operations.

While county agent work, home demonstration work and 4-H Club work are basic in all of the States, the organization varies slightly from State to State. In many States the 4-H Club work is done by county agents, home agents and assistant agents. In others the 4-H Club worker is known as a 4-H Club Agent. In all States there is a Home Demonstration Leader, and usually a 4-H Club Leader. Many of the larger States do not have a county agent leader. In these States the director usually works more directly with the District Agents to reach the counties on Administrative matters. In some states the assistant director performs the duties of the county agent leader and has additional coordination duties relating to all three lines of work. In other states there are two assistant directors, one in charge of agricultural work and one in charge of Home Economics work. Occasionally there is an Assistant Director in charge of 4-H and Youth Work.

In most States the supervisors of county agent work, home demonstration work and 4-H Club work work as a team, as do the county agents, home demonstration agents and the assistant agents or 4-H Club agents in the counties. Often one member serves as a sort of chairman for the team and sometimes carries additional responsibilities with respect to finances, official relations with appropriating bodies and over all program coordination.

All States have a group of subject matter specialists. The specialists serve a staff function. They are a part of the director's office. Specialists may be responsible directly to the Extension Director, except through the home demonstration leader in case of home economics, or through a program leader or assistant Director in case there is one. Many States now have a "program leader" to whom the specialists are responsible for their field work. This type of organization is designed to help coordinate the work of specialists so that a farm unit approach can be made to the problems of farm people. Almost universally the specialists are responsible to their respective subject matter departments for the subject matter they disseminate through bulletins, in meetings, over the radio or television and otherwise.

All States have a fiscal section which keeps the financial records, does the accounting, keeps the personnel records, prepares the budget, etc. This is a service group. They advise the Director concerning legality of proposed expenditures but are not otherwise concerned with program operations.

Extension Organization within the county is quite uniform throughout the Nation. A few states have a county manager or county executive. An example is Massachusetts. This is not common, but as the county staff becomes larger, county administration becomes more important. In many States one of the agents, usually the agricultural agent, carries certain administrative responsibilities



delegated by the State Director, such as overall county program coordination and administration of the county budget. Usually this works more satisfactorily even if one of the agents has this specific responsibility, if the county staff operate as a committee of which this agent is chairman. The county workers can usually be characterized as a team carrying on a program with a family.

The reasons for this sort of county organizations can be better understood if each member of the county staff will group all of his activities under the following headings:

1. The things all staff members need to do together, both in the planning and in carrying out the plans.
  2. Those things which are the primary concern of one member only. Mostly, this is apt to be subject matter teaching.
  3. Things of common interest but which can be done best by one member of the staff. The items in each group can then be discussed and division of responsibilities worked out.
- There are occasional activities when one member of the staff must represent the entire staff such as serving on extra-extension committees. This person should work out with the others in advance the matters which he should present to the committee so he can be sure that he represents the office and not just his own personal attitude.

The Monday morning staff conference is a most important feature of good country extension administration. It should be held regularly. All members of the staff should have a part in planning the agenda. It should be short (not over one hour) business like, and held where there will be no interruptions. The secretary should be a member of the conference. Notes of decisions should be made by the secretary and circulated to all the staff by the next morning. This provides a record and gives each participant opportunity to review actions taken. It may be desirable to rotate the chairmanship, month at a time.

The organization of the Cooperative Extension Service is quite unique. It establishes a cooperative relationship between agencies of Federal and State governments. The State governments in turn enter into cooperation with counties and often with sponsoring groups in matters relating to additional finances, employment of personnel and support for activities to be carried on. In order to adjust programs to the needs of rural people, county extension agents have had a remarkable amount of freedom in planning and executing local programs. Administrative direction has been kept to a minimum. In recent years, developments have taken place which establish need for a more effective organization of county extension staff or at least a more effective planning and understanding among county extension staff members. Some of the reasons for more effective organization are:

1. The scope of Extension work has greatly broadened
2. The number of extension employees has increased in the county, the average is now almost four.
3. There are more agencies dealing with farm problems
4. The public relations job has become heavier.

The members of the county staff are key people in the extension organization. Three main functions are performed by them.

- (1) As teachers they help rural people to discover and understand their problems and acquaint them with possible solutions and encourage the use of these solutions.
- (2) As organizers they help farm people understand how they may improve their situations by group action.
- (3) As leaders they are alert to situations affecting the welfare of farm people and help find solutions to problems arising from these situations.

Each county must maintain an efficient county center or office for serving farm people as local representatives of the State Agricultural Colleges and the United States Department of Agriculture. Questions arise concerning local responsibility for management of the office, the budget and the total programs, and general relationship with the public. Agents develop rural leadership in order that the people may assume responsibility for self-help programs. They also assist in providing services which facilitate action on recommended practices. They have responsibility for maintaining good public relations and keeping the public informed on program activities. To do these things requires that all staff members work closely together presenting a common attitude and a unified program. Even then, there is an executive function that must be recognized and further developed. The following methods of developing and improving the executive function in county extension offices are suggested:

1. Carry all local activities of the Cooperative Extension Service to the people through the county extension office.
2. Assign certain jobs such as administrative responsibility to a specific member of the county staff.
3. Provide training in administration (this is one of our most neglected areas of training).
4. Outline major activities and responsibility of county staff.

It is important that persons carrying out the executive functions of the county office do so in the spirit of the Cooperative Extension Service and with a sincere desire to harmonize the efforts of the county staff.

Local Organization for Extension Work. Dean A. M. Eberle of South Dakota, once said "As long as Extension keeps in close contact with farm people, we won't go wrong." From the beginning of extension work, administrators have felt that there should be close contact with local farm and home leaders. Extension co-operation with organized farm groups makes it necessary that extension workers have some knowledge of organized farmer movements.

The first important Farm Organization, The Grange, was organized in 1887 by Oliver H. Kelley, an employee of the "Bureau of Agriculture." One of the original Grange groups still functions near Silver Springs, Maryland. The Grange's motto is most interesting. "In essentials unity, in non-essentials liberty, in all things clarity." For many years the leaders of the Grange have been "agricultural statesmen." The Grange is still active and an important agricultural influence after almost 70 years.



The Farmer's Alliance rose to prominence during the 1880's but declined following the 1892 Presidential campaign, when it advocated free coinage of silver. The Farmer's Alliance tended to be a little more politically conscious than the Grange.

The Farmers Union was founded about 1900. The "Union" was concerned with obtaining for the farmer a larger share of the national income through cooperative action, particularly in marketing farm products. It did and is still doing, much for the advancement of cooperatives. The Farmers Union also engages in political issues and the determination of agricultural policy. It is the more radical of the major farm organizations today.

The first county farm bureau was organized in 1910 by the Binghamton, Broome County, New York, Chamber of Commerce to employ and work with a county agent. There was no thought of a new national farm organization. Following passage of the Smith-Lever Act in 1914, many states enacted County Farm Bureau laws to set up a local organization to work with the colleges in employing county agents. A good example is the Kansas Farm Bureau law passed in 1915. It provided that there must be a membership of 250 farmers or one-fourth of the farmers in a county before the counties could provide funds to employ county agents. One of its strong backers was Henry Jackson Waters, President of the Kansas State College at that time. Illinois and Iowa, presently have the strongest County Farm Bureau cooperation with the Extension Service. In these two States, the county farm bureaus provide considerable funds for county extension work. There is very strict accounting of these funds by the Extension Service.

The American Farm Bureau Federation was formed as a national farm organization in 1919 in Chicago. It should be noted that the organization of the Farm Bureau came later in the Southern States than it did in the Northern and Western States.

In answer to the question of why any local organization, Mr. M. C. Burritt, one of the early directors of extension in New York states:

- (1) A local organization multiplies your efforts.
- (2) Organization establishes close contact with the locality.
- (3) Organization makes leadership more effective. (At this point it might be said that organization without leadership is useless. Leadership gives organization usefulness.)
- (4) Provides a clearing house to try out new ideas.

The instructor added:

- (5) Organization places responsibility on the people where it should be for planning and carrying out programs for their own development.

It is the general policy of extension to work with all farm organizations and be closely affiliated financially with none. Three years ago the Kansas Farm Bureau law was repealed and county extension councils were established. The Farm Bureau and Extension both worked for this change. While now not officially as closely associated as formerly, county extension funds have increased materially from public sources and have completely replaced the funds formerly received from the Farm Bureau. Also, the Farm Bureau now



carries on many commercial and political activities without embarrassment to extension.

Most States have some sort of a local organization sponsoring Extension work. They usually fall into one of five types:

1. The multiple purpose farm organization. This type may have been based originally on State legislation, e.g. the Kansas Farm Bureau. It helps to provide some of the local expenses. Current examples are Iowa and Illinois. Missouri accepts the Missouri Farmer's Association as sponsored in about 2/5 of the counties. It accepts the Farm Bureau in about two-fifths of the counties and organizes an extension sponsoring organization in the remainder of the counties. Such association keeps county extension agents in touch with local organized farm leadership and helps in organization of local and countrywide activities. Funds used for extension activities are kept separate from other funds of the organization. County Extension Offices may be in farm organization centers, rather than in public buildings. Extension personnel should guard against criticism from non-members of these organizations who claim agents work only with organization members.
2. Local county government committees. Examples: Michigan and Wisconsin. The county board of supervisors, which consists of one member from each township and from each ward in the cities, appoints an agricultural committee. This committee is paid by the county. In Wisconsin this committee also serves as the board of supervisors of the Soil Conservation District.
3. Legal Committee Set Up by State Law. Example: South Dakota, Kansas and Minnesota. This type has a county board which may be elected or appointed by county commissioners. At least one woman on the board is a usual requirement.
4. The Voluntary Committee. Usually members are invited to serve by the Extension Service. Members are representative of various county interests. They serve as advisory groups in selecting county personnel, preparing programs, presenting budgets to county appropriation bodies, etc. Examples: Indiana and Ohio.
5. Type V. In a few states there is no definite sponsoring organization of any kind, and local contacts or assistance is obtained only through the efforts of the County Extension Agents. Often there are county associations of livestock producers, various crop producers, etc., with whom the agent works on programs. Types II and III are usually the most satisfactory under present Extension situations. It requires work on the part of the agent to keep them operating in the best manner.

#### What Sponsoring Organizations Do.

1. Prepare county budgets in cooperation with District or County Agents.
2. Determine county programs. A good committee can take the pressure off agents for special items desired by a minority.
3. Helps select county staff. The State Offices usually check applicant's qualifications and advise the sponsoring body who is eligible for the job. The county committee indicates their preference to the State Office, who makes the appointment.

4. Provide local support for program.
5. One member represents county on State's advisory committee.
6. Consults on policies.
7. Present budgets and support requests for personnel and equipment to the college or county appropriating body.

An organized sponsoring group gives stability to extension work. Any type of organization to be most effective must be flexible, adaptable to local situations, and must be fit to the job. Before attempting to set up a sponsoring organization, the promoters should know:

- (a) Local organizations already existing.
- (b) present leaders and men of influence.
- (c) persons interested in this particular kind of work
- (d) who are the best farmers
- (e) the best means and places to get groups together, and
- (f) what particular facts or situations may prejudice individuals for or against extension work.

While different organizations vary there are a few principles essential to effective sponsorship which a local organization should possess.

1. Local financial support. This may be from taxes so that all may contribute to the common good or from membership which enlists the support and the cooperation of interested individuals.
2. Membership must be actual and accept definite local responsibility.
3. Need must be real.

Common causes of failure of organization are:

1. The organizer may lack understanding of the nature of the work to be done or purposes of organization being proposed.
2. He may give too much help, thereby denying opportunity for local people to assume responsibility. ("Men learn to do by doing.")
3. Attempt to organize may be premature--before prospective members develop a real vital interest in the purposes of the proposed organization.
4. Comprehensiveness or completeness with which the entire membership participates. This requires careful attention by the extension agents to see that both work and responsibility is well spread over the entire organization and that the persons on committees come into close working relationship with the group.
5. Leadership in the organization is chosen on the basis of qualifications.

Effective organization depends upon three factors:

- (1) A definite plan of procedure and its clear presentation to the local groups.
- (2) Community program based on actual needs as shown by a survey of problems.
- (3) Frequent meetings and consultations with officers and committees.



Flora M. Thurston in "Patterns of Leadership" lists the functions of lay or voluntary leaders as follows:

1. To organize the group.
2. To maintain relationship within the group.
3. To keep an ear to the ground and act as spokesman of the needs and purposes of the group.
4. To constitute a channel through which the professional comes into working relationship with the group.
5. To offer the experiences of the group.
6. To participate with professionals in a social movement.

Functions of the expert or professional leaders are:

1. To develop ways of making information and techniques available in the interest of the lay group.
2. To give technical service to the lay group.
3. To discuss new facts and devise new techniques.
4. To participate with lay leaders in a social movement.

The Extension Committee. Since committees are such an integral part of extension operations, it is fitting that some thought be given to their function in the Extension organization in planning and carrying out Extension programs.

Aristotle has suggested that democracy as a system of government is between dictatorship and anarchy. That the normal diseases of democracy: (1) Bureaucracy, (2) lack of interest on the part of people and (3) corruption are the principle threats to the democratic life. These are just as great problems of democracy today as when the statement was made. Lindeman has said, "The group is to democracy what the laboratory is to science." Democracy lives as it is permitted to function effectively through group action. The leader multiplies his effectiveness through group action.

The Committee is defined as an organized device for getting work done by the group process.

- (1) It has definite functions and responsibilities.
- (2) It works in a definite area and
- (3) It is an organized part of a larger body. This larger body expects from its committees
  - (a) Organized orderly thinking
  - (b) An understanding, systematic, and objective approach to given problems.
  - (c) Keen appreciation of the requirements of effective administration.
  - (d) A well prepared report which combines judgment and experiences of the group.

The committee is often called the tool of democracy because in it "we plow the field, prepare the seedbed, apply fertilizer, sow the seed, and hoe out the weeds" to permit the growth of an idea or of a program.



As a result of this spade work, the group which the committee represents can carry on its business with greater dispatch and according to the needs of the majority of the whole group.

The essential elements of committee work are three:

1. The chairman, a position of strongest leadership. Success depends upon a meditative type of procedure, not argumentative. The chairman brings consultative help, plans committee work and is responsible for getting work done.
2. Members - Selected because of ability to contribute to work of the committee. Conduct should be cooperative - avoid attitude of getting their views accepted - ability to attend meetings a requisite.
3. Subject matter - limit attention to purpose for which appointed. Use experts as consultants, to supplement members' knowledge and experience. Weigh their contribution.

The British have an expression "terms of reference" which is a statement given committees at the time appointed which outline the purposes for which the committee is appointed and limits the scope of its deliberations. If a little more consideration could be given in advance to what is expected of committees and specific "terms of reference" prepared, time could be saved and more productive work accomplished.

Committee decisions involve coordinating and harmonizing many interests, welding many special viewpoints into one comprehensive whole. Thus, the need to learn to use effectively the process of group thought so that the contributions of many individuals can be used. This process is more than tame agreement. Quality of work depends upon ability to pool knowledge and experience--the development of a deeper cooperation and interplay which comes from thorough going participation of each with all.

Good results depend upon

- (1) Understanding the situation the group is supposed to deal with. This should be made clear when the committee is appointed and carefully reviewed at the beginning of work. The British call this the "terms of reference."
- (2) The process of ferreting out of each situation all of its important elements.
- (3) Assigning relative importance to each factor, and
- (4) Selection of strategy - plan of action.

The committee now begins to develop the proposed plan or recommendations, the basis for the report. Also to set up criteria by which to appraise results from use of the strategy or plan agreed upon.

The kinds of conclusions that come out of committee work are:

- (1) Acquiescence, the poorest.
- (2) Assent - a little better
- (3) Compromise - this involves sacrifices.
- (4) Consent - general understanding not forced.
- (5) Integration - the highest type.

By a process of exploring possibilities, inventing solutions, presenting ideas, the desires and experiences of the members of the group become united on a policy or course of action. Under proper guidance a committee can usually arrive at a point which individual members feel is better than the ideas they started with because it is richer and represents more diverse experience. A conference program is a good example of results of this type of committee work.

The attached chart is an attempt to show the interrelations of the various levels of Extension committee work in a county.

Group 1 is an over-all group. Its responsibilities are broader than extension. It may not be set up by the Extension Service or by a committee or board responsible for extension work in a county. However, the Land-Grant College Association in the reports of its postwar agricultural policy committee, October 1944 suggest the organization of such county councils. Extension Agents might well take an active part in seeing that such councils are set up and work effectively.

Group 2 is the official county group with which Extension supervisors work on such matters as are listed in the "type of work" column. This group may and often does work through subcommittees not shown here. One of the more important subcommittees may be the county program committee.

Group 3 committees actually plan the details of Extension's program including the field operations on a county wide basis. Special interest is an important factor in selecting membership of these committees.

Group 4 includes the many local committees and action groups, formal and informal, that get the work done on the farms and in the homes.

A good pattern of county extension committees need not be complex. It is one of the best means of coordinating county extension work and multiplying the effectiveness of county extension agents. One of the more important jobs of the Extension supervisor is to train county extension agents in the effective use of committees. The good county agent works behind a committee. It may be a farm organization board, a 4-H council, a home demonstration council, a livestock committee or a small group representative of a large number of people.



# TYPES OF COMMITTEES IN COUNTY EXTENSION WORK

Typical Names	No. in County	Function	Scope of Work	Type of Work	Samples of Work
Group I (Not exclusively ext.)	1	Advisory	As broad as the problems of the farm	Analyze county situations Recommend over-all Agri. policy	Attempts to determine basic problems Charts general direction of Agri. development of county Suggests action to different agencies, including extension or business groups.
Co. Agri. Planning Comm.	1	Advisory	As broad as the problems of the farm	Analyze county situations Recommend over-all Agri. policy	Attempts to determine basic problems Charts general direction of Agri. development of county Suggests action to different agencies, including extension or business groups.
Co. Policy Comm.					
GROUP II					
Co. Ext. Comm.	1	Administration	Over-all extension program*	Determines policy Helps select agent Administers co. ext. budgets Action on administrative level	Determines extension program. Establishes balance in program Indicates new emphasis each yr. Buffer between agents and special interest groups. Appears before appropriating bodies. Supervises county expenditures.
Co. Bd. of Supervisors					
Co. Commissioners					
Co. Sponsoring Bd.					
etc.					
GROUP III					
4-H Councils	Several	Program Management	County wide on special interest problems	Direction and action of county wide activities	Determines phases of 4-H, H.D. and Agri. programs. Proposes project plans. Sets up organization to get work done on county level. Determines need for professional help.
H.D. Councils		Management	County wide on special interest problems	Direction and action of county wide activities	Determines phases of 4-H, H.D. and Agri. programs. Proposes project plans. Sets up organization to get work done on county level. Determines need for professional help.
Livestock Assoc.		Represent	County wide on special interest problems	Direction and action of county wide activities	Determines phases of 4-H, H.D. and Agri. programs. Proposes project plans. Sets up organization to get work done on county level. Determines need for professional help.
North cultural Soc.		special	County wide on special interest problems	Direction and action of county wide activities	Determines phases of 4-H, H.D. and Agri. programs. Proposes project plans. Sets up organization to get work done on county level. Determines need for professional help.
Nutrition Com.		interests	County wide on special interest problems	Direction and action of county wide activities	Determines phases of 4-H, H.D. and Agri. programs. Proposes project plans. Sets up organization to get work done on county level. Determines need for professional help.
etc.					
GROUP IV					
Local Committees:					
and leaders	Many	Program Execution	Special interest on local geographic basis	Action on local level Actually get people to change practices	Adapt activities to local need Prepare local plans. Obtain local leaders Locate demonstrations. Solicit participation. Arrange local meeting, etc.

\* The actual planning of programs may be delegated to a subcommittee, usually called the county planning committee. This subcommittee may have members who also serve on committees in Groups III and IV.



## VII. PERSONNEL POLICIES

Personnel policies greatly affect the morale of the workers and thus the quality of the work of a Service. There is probably no more important function of the Administrator than that of personnel management. This report was prepared by two county home demonstration agents, one county agricultural agent, two assistant county agents and one specialist. It has been briefed for the purpose of this notebook. It was originally prepared after extensive consultation with extension administrators and supervisors.

### Qualifications of Extension Workers

A county extension agent should be a graduate of a college or university of recognized standing, the agricultural agent with a Bachelor of Science degree in agriculture, the home demonstration agent, a Bachelor of Science degree in home economics. A transcription of grades must accompany application. Special extension courses and courses in related subjects are desirable. Prospective agents should have a rural background, especially a knowledge of Oklahoma farm life and experience in the area in which the individual is to be stationed. Teaching or other experience working with the public in a related field is helpful, since the ability to get along with people is essential. Such personal qualities as loyalty, cooperation, enthusiasm, integrity, adaptability, vision, leadership, tact, faith and courage are essential. He should have a systematic mind, be a good teacher, and have the ability to think clearly and speak and write effectively. A candidate is not eligible for employment in his or her home county. The State office is the best judge of professional qualifications. Approval of the county group is necessary. They are best judges of adaptability to the county. Satisfactory to other members of the county staff is important.

An extension administrator should have had a successful experience in one or more, preferably several, of the fields of work which he is to administer, have established position of leadership and confidence among those with whom he is to work, have had farm or at least an agricultural background, be a graduate of a college or university, have high personal qualifications of integrity, fairness and sound judgment, good health, sense of purpose or direction, precision, faith, courage, initiative, judicial attitude, power of expression thru spoken or written word and organization sensitivity. Technical mastery of one field may be desirable.

Supervisors - proven ability in county extension work, executive ability, particularly ability to interpret policy and procedure as developed in the State office and able to adjust them to the situations in the field; leadership ability to keep the field organization functioning smoothly on programs that fit the needs of rural people and in a manner which permits full utilization of all available resources of personnel, subject matter and management; knowledge of qualifications of agents so that those with desirable qualities are drawn into Extension work; ability to carry on proper training processes with county personnel, assist in maintaining high morale and desirable attitude and develop satisfaction in their work; ability to work with public to maintain favorable attitude toward extension work.

Subject Matter Specialists should have a rural background with some farming or homemaking experience; have had county extension or other similar public or commercial experience; have at least a Bachelor's degree from an institution of recognized standing and be working toward a Master's degree in his special field; have broad basic scientific training with major emphasis in special field. Graduate study is becoming increasingly important. The specialist needs to be an effective teacher with ability to assist agents to organize and develop programs, teach effective use of applicable teaching methods, and the ability to evaluate his own and agents' programs. The ability to plan and cooperate with others by analyzing his field in relation to the whole field of agriculture or home economics and to prepare his program of work and successfully coordinate his project with that of other specialists. He should have vision and leadership, sympathetic attitude toward his associates, be a clear thinker and an effective speaker and writer, be tactful and enthusiastic and his philosophy such as will make him a keen and energetic worker. The selection of extension specialists in any subject matter field should be a cooperative enterprise of the subject matter department and Extension administration.

The following types of promotions are open to the Extension worker:  
(1) Salary increases within the present job; (2) Promotion from assistant to senior agent, from the county to State specialists or supervisor, from a county with less desirable to a county with more desirable working conditions, such as office facilities, living conditions, budget, etc.



## VIII. FUNCTIONS AND POLICIES OF THE COUNTY EXTENSION OFFICE

The importance of the extension office as a show window for the Extension Service and its work is seldom fully realized. Eight and one half million people called at county offices in 1949 and 8 million telephone calls were received. The office may well be a symbolic front door of the agricultural college and the U. S. Department of Agriculture in each county. People who contact extension workers want information or assistance. The reception the farmer and his wife receive when they call at the office, the tone and structure of every letter and telephone conversation, the layout and general appearance of the office all contribute to the good or bad opinion callers form of the entire extension set-up. Most agents are not trained in office procedure and must learn management principles and practices after they enter the Extension Service.

Some of the functions served by County Extension Office are:

1. A center for agricultural and home economics information that is advanced by the State Agricultural College and U. S. Department of Agriculture.
2. A center of operations for community organizational activities such as home demonstration and 4-H clubs, livestock associations, etc.
3. A planning center for field work, preparation of materials used in the field. A work center where letters and other materials are prepared and other clerical activities carried on.
4. The operations center where a vast array of activities are carried on, reports compiled, etc.

Some questions that extension agents may ask themselves about their office -

1. Is it plainly marked?
2. Is the office orderly? Does it reflect good housekeeping?
3. Are window sills, files, desks, and tables free from dust and disorderly piles of papers, books, or other materials?
4. Is equipment for filing or storage adequate, so that workers can maintain a neat appearance of their desks and other work areas?
5. Are aisles and desks arranged so that space is not wasted? Is space used for private offices or other purposes that might have greater usefulness if not partitioned off?
6. Are the offices of persons who receive the most calls located nearest the entrance?
7. Are desks placed so that light is not cut off from working space or machines?
8. Are workers or visitors required to face bright windows?
9. Are file cabinets, telephones, office machines, and working materials located for the convenient and ready access of those who use them?
10. Are files and other equipment, especially equipment above desk height, so located that they do not cut off natural or artificial light from working surfaces or interfere with ventilation?
11. Is space provided for small group conferences?
12. Are there convenient and adequate rest-room facilities?



## Desirable Policies of a County Office

1. Use the golden rule as a basis of all operations.
2. Workers cultivate habit of positive thinking.
3. Secretary at all times informed of itinerary of all staff members.
4. Systematic training program for office secretaries and clerks which might include a district conference with opportunities for exchange of ideas and experiences with workers from other counties.
5. All members of county staff participate in preparation of the county budget.
6. Consultation with county governing boards and carry-over county personnel when new personnel is being employed.
7. Definite policies in loaning equipment; for example, pressure cookers, farm levels, soil sampling tubes, etc.
8. Hold an office conference each Monday morning, rotating chairmanship among the employees. Items discussed might include (a) the past week's activities of each worker as they relate to future work, (b) coming activities and events including responsibilities of each staff member, (c) new Federal, State or County policies and memoranda affecting the staff, (d) the present county budget situation, (e) events 3 to 6 weeks ahead and the preparations necessary to be made, (f) set up priority of clerk time for mimeograph work, etc., (g) consider ways agents can correlate their efforts and do odd jobs for each other in distant parts of the county, (h) other business matters affecting county work or program.

Other suggestions for greater office efficiency are:

- (1) If possible, locate a clerk's desk near office entrance and instruct her to act as a receptionist. She can ascertain service desired by caller, give information herself or refer him to proper agent, thus saving agent's time.
- (2) Have clerk open and sort mail. She can handle routine requests and can place high priority mail where agents can give it prompt attention. Also group second and lower class mail for attention when time permits.
- (3) Keep office calendar with sufficient space for each day's activities to be entered. This will help clerk and others keep up-to-date on all activities and events.
- (4) Some agents suggest that clerks keep diary or daily record of calls and their nature to aid agents in completing monthly reports.

Since many counties have inadequate, poorly arranged offices, our committee refers the members of this class to Agricultural Bulletin #28 SYSTEM IN THE COUNTY EXTENSION OFFICE by Karl Knaus, for suggestions on location, arrangement and general appearance of offices, including storage of equipment and filing systems. In cooperative extension work where each staff member carries some responsibility for the work of others, it is well to remember that any one will do more and better work if he or she "thinks the work is important, thinks he is important to the work, is successful and skilled in his work, admires and respects his supervisor, feels he is not being pushed around."

## IX. PUBLIC RELATIONS FUNCTIONS OF EXTENSION WORKERS

"You and I are the proud heirs of noble tradition of public service. It is our privilege and our opportunity to keep perfecting and widening the service. Good public relations techniques will help us to do so." Lester A. Schlup, Director, Information Division, Federal Extension Service.

"Public Relations means the application of the golden rule--working with and for others in the manner that you would like them to work with and for you if they had the same opportunity." "Public Relations is a two-way thoroughfare along which minds meet, mingle and master matters of mutual concern." "Good will in extension should be something earned by doing the right things in the right manner." "Extension public relations is doing good work in a way which develops in the mind an appreciation for and recognition of its program." "Public relations is better demonstrated by deeds than defined in words."

"Boiled down to its essence, extension public relations are contacts - the right kind of contacts - courteously conducted, constructive contacts with people, public contacts made in developing the program, in giving essential services and in explaining what you are doing. Not publicity in the sense of puffery or propaganda. Not glamourized information, but public relations grounded upon factual information and helpful services to people." These quotations are from various workshop reports.

### Why Public Relations?

1. It encourages joint support from many publics for the extension program rather than competition for support of various segments.
2. It ties each public to the over-all extension undertaking rather than to a separated segment that may not be identified with the whole.
3. It facilitates using all resources of personnel and knowledge in meeting the needs of any one public.
4. It permits a family approach in extension teaching.
5. It establishes a sounder basis for staff organization.
6. It promotes efficiency in the use of personnel and should reduce the duplication of over-lapping activities.
7. It permits increased accomplishment by focusing considered effort on major objectives.

### Extension Service Public Relations Handicaps

1. Its name does not suggest its function and has no ready popular appeal.
2. It is labeled by many different tags in different States and Counties.
3. Its 3,100 local offices are seriously lacking in many features needed for good public service.
4. It is not well understood by many of the top level officials of the Land-Grant Colleges of which it is a part. It likewise is not well understood in some instances by the members of the local government bodies, State legislators and Congressmen who appropriate funds for its support. It is almost unknown to city people who vastly outnumber the farm families it serves.



5. It still is too little known to many farm and non-farm rural families.
  6. Its employees are too often relatively underpaid and overworked.
  7. It is experiencing increasing competition from newer Federal agencies.
- Despite these handicaps, Extension has grown steadily in effectiveness in disseminating information among the people of the United States. Through training and leadership it is constructively influencing the development of agriculture and rural living.

#### Groups with which Extension Service is most Significantly Concerned

1. The college or university officials, including all internal relations with top level college officials and within Extension's own staff.
2. Other government agencies, both State and Federal.
3. Farm, civic and business organizations.
4. Elected representatives at National, State and County government levels
5. Urban people.
6. Rural people.

County extension workers, district agents, specialists and other staff are all concerned but often with different groups. They may function somewhat differently but should use the same approach.

Extension Public Relations may be improved by carefully observing some of the following suggestions:

County staff may (a) know the people and their problems, (b) know its own organization, (c) know points at which we may unite efforts to achieve a common goal, (d) use a cooperative approach, (e) inform people regarding fundamental reasons for Cooperative Extension Service, its organization, methods and accomplishments, (f) have good extension program. This is basic. Essential elements of a sound program are: (1) developed by the people served, (2) includes projects affecting farm people, (3) a competent staff to carry it into effect. (g) maintain an enthusiastic attitude, (h) be dependable (i) train secretaries to meet people with a spirit of courteous efficiency and a desire to serve, (j) report effectively through news, radio, TV, annual reports and others through appropriating bodies, (k) arrange appropriate recognition for leaders and others who assist with programs, (l) have good office location, proper telephone listing, good sign on door, (m) solicit assistance of farm people, businessmen and civic leaders, and (n) don't criticize without having a suggestion.

District Agents may (a) make personal contacts in counties, (b) attend events sponsored by groups with whom they work, (c) stimulate organization of the USDA council, (d) invite representatives of local groups to participate in meetings of agents, (e) attend and participate in meetings of local groups, (f) stimulate county extension agents to utilize leadership from above groups, (g) encourage their cooperation and participation in solving mutual problems, (h) encourage agents to become better acquainted with personnel of above group and to participate in these activities, (i) promote general exchange of ideas between personnel of local State and Federal agencies, (j) sponsor such activities as planting and landscaping grounds of public buildings, (k) encourage participation of above group in tours, fairs, camps, rallies and other activities of a similar nature, (l) promote where practical, the organization of city "farm owners clubs," (n) interpret State and Federal cooperative

extension program and programs of related agencies for people of counties, (n) criticize by constructive suggestions, (o) maintain basic attitude of tolerance, courtesy and service which inspires confidence and loyalty.

Specialists differ from the county staff and district agents only in the groups with whom they maintain their relationships. For example: A specialist may need to know commercial firms in relation to his or her subject matter field. They need to know State Fair officials and others who may not be so necessary on county levels.

State Extension Staff may maintain good public relations at State level by giving attention similar to that of county or district agents except on State-wide basis. Of particular importance are the relationships with other organizations, since the State office can operate at the policy level. It is important that officials be kept informed concerning work done and all conditions surrounding the work upon which they sooner or later may be asked to pass judgment. Provide elected representative with facts which will assist them in discharging their responsibilities which may be even wider than extension.



## X. FUNCTIONS OF STAFF GROUPS

### Supervisors

To supervise means to oversee. Supervision is the art of selecting, developing, coordinating and directing assistants to secure desired results. The purpose of extension supervision is to organize and carry out a program which will promote the objectives of the Extension Service. Supervision can contribute to reaching these objectives in two primary ways. First, by improving extension personnel and second by facilitating program coordination. Supervision is concerned with (1) developing, guiding and carrying out Extension programs, (2) promoting cooperation by sharing ideas and experiences, (3) analyzing needs of staff and programs in order to facilitate efficient accomplishments by Extension objectives, (4) motivating staff towards self-improvement by creating interest in service to the people or pride in his service, (5) evaluating the progress of a program towards over-all Extension objectives.

District supervisors should constantly follow up the work of developing and carrying out county long-time farm and home programs and the annual plans of work in the counties in their respective districts. Weak cases should be spotted and appropriate assistance arranged.

Upon the district agent rests the immediate supervisory job of seeing that sound programs are developed, serviced, and carried out in all counties. In order to do this they must (1) know each county's background, the physical and economic resources and social conditions and see that background information on the situation and trend in the rural life of the county is available and understood by county extension workers; where needed, the supervisors will assist in gathering the information needed from the people of the county, or help develop procedures to obtain this information. He will see that each community has a representative on the county advisory committee and that this committee is properly formed, understand their responsibilities and are given opportunity to function. He will assist agents to get other agricultural and home economics agencies and groups to participate in county program development and to fit their work into a long-time agricultural program. He will facilitate program operations by bringing the services of various specialists into their proper relationships with county extension workers and county advisory committees. He will assist county extension workers to prepare annual plans of work; help them have a regular schedule for supplying newspapers, radio broadcasting stations, farm magazines, etc., with information; assist them with problems of maintaining good public relations; help them learn to use time and travel efficiently, and assist them to set up and maintain an efficient office. This will be done through visits to the county, through training conferences by districts, or State groups, and by correspondence.

Supervisors perform an important function in maintaining the Extension organization. They meet with county sponsoring groups to set up budgets, to obtain approval of personnel and otherwise assist in maintaining good relations between the college and the people in the county. They meet with county appropriating bodies to obtain funds assisted by county sponsoring groups. It is difficult to separate supervision from administration in many instances.

It helps to understand if it is realized that administrative responsibilities are delegated to supervisors from the Director. The work of the supervisor is directed more toward the county. He is the person who helps solve county problems in administration, budget, programs, personnel, etc. Supervisors might sometimes be considered as specialists in their field while specialists are sometimes supervisors of programs in their particular field.

Extension Specialists are so called because of their attention to one segment of an extension program. They have leadership responsibility for that particular phase of an agricultural or family living program. They are the connecting link between the subject matter department of the Agricultural college, the bureaus of the U. S. Department of Agriculture, the Experiment Station, and the county extension staff in matters pertaining to their specialists. They are primarily concerned with program planning, coordinating, serving with information, reporting, and training county staffs. The specialist studies and analyzes the problems, situations, conditions, trends on a National, State and local level; prepares suggestions for developing various phases of the county extension program. He trains county extension workers by correspondence, by visits to the county, in special conferences and keeps them informed of new developments in their respective fields of activity. He prepares subject matter material based on new findings of research and other sources, adapts it to popular use and makes it available to county extension agents and the public. He reviews agent's reports, makes personal observations and evaluates the progress of work. He analyzes the effectiveness of old methods and devises new methods to keep his subject matter interesting and effective. He reaches the public through mass media such as the press, radio and television and through organized extension programs by training county agents, leaders and others. He maintains close contact with the industry and leading farmers associated with his specialty. To be most successful the specialist must be an effective teacher, a good speaker and writer, enthusiastic about his work and a master at cooperating with people.

County extension workers are by far the largest and the most important group in the Cooperative Extension Service. As the official county representative of the State Land-Grant institution and the U. S. Department of Agriculture, living in the county in daily contact with farm men, women, boys and girls in actual life situations, the county extension agent is in a strategic position to study the problems and serve the needs and interests of the 2,000 or more farm families in the average county. The duties of county extension agents are legion. He or she must be constantly alert to the social and economic changes that vitally affect the lives of farm people. As extension is a voluntary form of education, its success is largely determined by the degree of confidence that rural people come to have in the county extension agents.

The various kinds of county extension workers perform similar functions. The following statement of duties outlined in part by extension classes are suggestive of the type of training that needs emphasis. It is a composite statement for all types of county workers.

1. Represents the State Land-Grant institution and the U. S. Department of Agriculture in the county in carrying on an educational program to improve rural life.



2. Studies the country, its people, its agriculture and rural life to ascertain problems and possibilities.
3. Develops or aids in maintaining the necessary organization of rural people to help determine and carry out the county extension program.
4. Develops with the people of the county long-time and current agricultural and rural living educational programs based on the major problems and needs of individuals--adult and youth--families and communities.
5. Develops interest and cooperation of various organizations and individuals in the solution of farm, home and community problems.
6. Develops rural leadership by
  - (a) assisting local organizations with their educational programs when their objectives coincide with the objectives of the county extension program;
  - (b) visiting farms and homes and providing helpful literature; and
  - (c) training 4-H Club officers and leaders.
7. Promotes friendly relationships among and the coordination of activities of all agricultural and country life groups within county.
8. Maintains a public office where rural people and others may call, telephone or write for information on all problems relating to agriculture and rural life.
9. Keeps informed regarding social and economic changes affecting the farms and homes of the county and keeps up-to-date professionally through attendance at conferences, reading, participation in in-service training courses, and otherwise.
10. Arranges for help of specialists.
11. Provides information to individuals and groups other than those regularly organized, through personal service and such mass media as the press, meetings, radio, TV, etc.
12. Helps evaluate work done by obtaining and analyzing records and preparing statistical and narrative reports for county, State and Federal use.
13. Encourages the interest, cooperation and support of various organizations and rural people in the development of boys and girls through 4-H Club work.
14. Associate Home Demonstration Agents provide a special service to Indian families as outlined in a special agreement between Oklahoma A. & M. College and the Bureau of Indian Affairs, dated February 20, 1952.

## XI. EXTENSION PROGRAM PRINCIPLES, POLICIES AND PROCEDURES

When used by an organization the work program means a prospectus, or a statement issued to promote understanding and interest in an enterprise. When preceded by the word "extension", the word takes on all the implications of its usage in the service of various States. An extension program, like that of any public organization, should give not only what is needed, but why. It should be an elaboration of the organization's public policy in such a way that anyone can find out just how the policy affects him. It is not a list of activities or a calendar of work. For our purposes an extension program is a statement of situation, objectives, problems, and solutions. It is relatively permanent but requires constant revision. The program forms the basis for extension plans. There are ten reasons why a program is needed:

1. To ensure careful consideration of what is to be done and why.
2. To have available in written form a statement for general public use.
3. To furnish a guide against which to judge all new proposals.
4. To establish objectives toward which progress can be measured and evaluated.
5. To have a means of choosing the important from the incidental problems and the permanent from the temporary changes desired.
6. To prevent mistaking the means for the end and to develop both felt and unfelt needs.
7. To give continuity during changes in personnel.
8. To aid in the development of leadership.
9. To avoid waste of time and money and promote general efficiency.
10. To help justify appropriations by public bodies.

Because extension work is a cooperative enterprise, the parties to the necessary agreements should clearly understand the proposals and the division of labor. This administrative problem requires a definite training procedure.

### Principles for Program Building

There are important principles to keep in mind when building a sound extension program. These include:

1. People who benefit by a program should assist in its development.
2. Base problems on needs determined by analysis of facts in the situation.
3. Objectives and solutions must offer satisfaction.
4. Permanence with flexibility facilitate operations.
5. Balance with emphasis gives directions.
6. A definite plan of action is part of program.
7. It must start where the people are.
8. Evaluation of results should guide revisions.
9. Program making is a continuous process, a teaching process and a coordinating process.

### Program Planning Procedure

There are two phases of planning:



1. Determining what the problems are.
2. Planning operations or the follow-up action.

In his book, "The Governing of Men", Dr. Alex Leighton of Cornell, lists five factors affecting program planning:

1. Successful administration must adjust itself to the people being administered.
2. As any organization succeeds in adjusting itself to the needs of the people it serves, the more it comes to be possessed by the people, i.e., "becomes theirs."
3. It also gains participation of more and more of the people. The value of the time voluntary leaders give to extension work far exceeds the value of the time of the professional staff.
4. This cannot happen without full and free cooperation with the people. This cooperation must be a two-way affair.
5. The good administrator will determine accurately the basic social unit being dealt with in each instance--family, neighborhood, religious group, etc.

Thinking is a very necessary part of program planning. In commenting on an article by Dr. William J. Reilly, entitled "Do We Think?", the Washington Post says:

"There is much too much conclusion-jumping in our world. The thing that makes Dr. Reilly's comment noteworthy is that he has coupled with it an attempt to show us the way to self-correction. The thinking process, he says, is divided into four distinct parts: (1) The quick observation; (2) the definition of the problem; (3) examination of possible solutions and (4) the arrival at a conclusion. But what do most of us do? According to Dr. Reilly, we just skip parts two and three and leap with alacrity from one to four. The result is that all too many of us, on all too many issues, are little more than opinionated ignoramuses, made particularly insufferable by our tendency to assume that we alone can be right."

Using alliteration, Dr. Glenn Frank gives us the five "musts" of sound thinking:

1. Find the facts.
2. Focus the facts.
3. Filter the facts.
4. Face the facts.
5. Follow the facts.

Facts are a basis for human action.

The supervisor's job in program planning is a delegated one from the director or administrator. They have responsibility for initiating program development, organizing the county so that the necessary leadership is obtained and trained for workable program procedures, and for getting the job done effectively.

The specialist's part in arriving at our extension programs is to prepare factual material and to aid in developing a program planning philosophy and a procedure at a State level which formulates the type of procedure followed in a county in which the supervisor, the specialist, the local agents, and the local people participate in developing the county program. After problems are delineated, specialists help to develop answers.

Extension program planning has historically gone through three phases and we are entering the fourth:

First: State colleges assumed that they knew the problems of the farm people. Programs were projected from the college.

Second: The farm people were brought in to help determine their needs.

Third: Agents and farm people worked closely together in formulating the programs.

Fourth: We are now entering a period when many farm problems do not find a solution in a single subject matter field, but must have subject matter from many departments, help from the people and from other agencies and organizations.

Suggested procedure for the planning and carrying out of the county program:

A. Preparation.

1. County Extension Agents, specialists, and supervisors all interested in and anxious to have a long-time agricultural program.
2. Commercial and civic groups invited to cooperate by selecting representatives to be on county planning committee and later to assist community project leaders.
3. County extension agents prepare inventory of county agricultural and family living resources.
4. Specialists acquainted with county problems and supplying needed materials in their respective fields to county workers.

B. Organization:

1. Select 15-25 men and women leaders, representing all areas of the county, all major agricultural enterprises and all leading business organizations, to serve as an overall county agricultural planning or policy committee.
2. Hold meeting of this committee and County Extension Council:
  - (a) Discuss jobs of the committee.
  - (b) Present information about county prepared by county agents, specialists and representatives of other agencies.
  - (c) Get committee to select a man and woman from each township or community to serve as community co-chairman and to start work in their respective areas.
  - (d) Get County Agricultural Planning Committee to call a training meeting of the community co-chairmen.



3. Hold county training meeting of community co-chairmen.
  - (a) Discuss purpose of county planning activities.
  - (b) Present more important information prepared by county agents, specialists, and others.
  - (c) Emphasize need of suggestions of farm people so that program will fit their needs.
  - (d) Get township co-chairman (B. 2(c) above) to call a meeting of 10-15 leading men and women in their community to discuss "What keeps their farm from being the type of farm on which they would like to live, and their community from being the type of community in which they would like to live."

C. Problem Determination:

1. The community meetings (1 to 3 for each major community or township in county).
  - (a) Best if held in a home and attended by persons with some leadership standing.
  - (b) Co-chairman call meeting to order and state purpose.
  - (c) Select a chairman and secretary (these may replace the co-chairman previously selected). The secretary should keep careful notes of the discussion and be able to report to the county committee. One of the extension agents may attend the first meeting. He may supplement statements of co-chairman regarding purpose or may help present any information available concerning the community, but should not assume any responsibility for conducting the meeting.
  - (d) Discuss "What keeps our farm and home from being the type of community in which we would like to live."
  - (e) Arrange for gathering any local information needed concerning problems discussed.
  - (f) Secretary prepares a statement of problems discussed and sends to County Extension Office.
  - (g) Chairman and secretary arrange to represent their community at county meeting.
2. The County Meeting.
  - (a) All-day meeting attended by County Agricultural Planning Committee, Coordinating Council and community chairmen and secretaries.
  - (b) County Extension agents prepare a summary of problems reported by community meeting secretaries and present at county meetings.
  - (c) Community chairmen and secretaries supplement summary by county extension agents as they think necessary.
  - (d) Decide which problems should receive major attention.

D. Action:

1. County Agricultural Planning Committee appoints a committee of five to ten persons (one from each community where problem is important) having special interest in problem selected. This group, known as a County Solutions Committee, will work out "solutions" for each of the "major" problems recommended for attention. There may be as many

County Solutions Committees as there are problems. At least one member of each solutions committee should be a member of the County Agricultural Planning Committee.

2. These committees assemble all information pertaining to this respective problem and with the assistance of extension agents, specialists and other agency representatives determine solutions.
3. Chairman or secretary of each solutions committee reports recommendations to county committee.
4. County Agricultural Planning Committee accepts or revises report and develops county program based on recommendations made.

E. Reporting to the Public:

The County Program may be announced to the public at a county meeting, several community meetings, or through the press. All who have had a part in developing the program should be informed of its final content and have opportunity to criticize or revise for the several communities.

F. Follow-up:

Each agricultural agency is now ready to develop plans to carry out its part of the county program. It is probable that many persons who have had a part in its development will already be discussing with their neighbors what can be done in their community. Move fast in making action plans so that the community interest can be maintained.

G. Revision:

The Agricultural Planning Committee and several solutions committees may meet once or twice a year to consider minor revisions and change emphasis where needed.

This entire procedure should not require repeating more often than each five to seven years.



## XII. WHAT DO WE MEAN - EXTENSION PHILOSOPHY\*

The philosophy which is so important in each of us is not a technical matter. It is our own more or less dumb sense of what life honestly and deeply means. It is only partly gotten from books. It is our individual way of just seeing and feeling the total push and pressure of things about us. For the purpose of the Extension worker we can define philosophy as:

- (1) an integrated personal view that serves to guide the individual's conduct and thinking,
- (2) an expression of the worker's concept of the values in rural life and living, and
- (3) an expression of the worker's attitude towards his job, his associates and the people with whom he works. One's philosophy serves as a bench mark, a point of reference, from which one may measure his thinking, his reactions, his conduct in any and all situations with which he may be confronted in the progress of the day's work.
- (4) One's philosophy largely determines one's attitude towards his family, his associates, the people with whom he works, the organization in which he works and the job he is paid to carry on. His philosophy will largely determine
  - (a) whether he greets his family or friends at the breakfast table with a smile or a frown,
  - (b) whether he greets his friends and neighbors with a friendly hello on his way to work or avoids seeing them at all.
  - (c) whether he enters his office with a smile and a word of cheerful greeting to his staff or with a long and frowning face.
  - (d) whether he recognizes that he is an important part in a big organization, the success and efficiency of which will depend in part upon his efficiency and success or whether he insists on playing a lone hand,
  - (e) whether he manifests reasonable interest in the field and responsibility of the entire extension program or shows little concern for anything beyond his immediate specialty,
  - (f) whether one is to be found steadily pressing against the collar or spending considerable time leaning in the breeching,
  - (g) one's philosophy pretty much shapes his outlook on life and strongly conditions his attitude towards his work,
  - (h) whether one regards his functions as an educator--the mere presentation of scientific facts and their uses in the humdrum practical affairs of everyday life--or regards himself as a moulder of thought, of conduct, of character, an influence in the growth of the individual into a happier, more useful, more effective person than he would otherwise be.
- (5) Some aspects of a desirable philosophy for an extension worker:
  - (a) he must possess high standards of social, ethical and moral conduct,
  - (b) he must possess and maintain high professional standards,
  - (c) he must keep abreast of the times in his professional field,
  - (d) he must be an enthusiastic, constructive and loyal member of his extension group,

- (e) he must regard himself as a teacher in the highest and broadest sense of the word, one whose responsibility is to contribute to the physical, mental, social, and spiritual growth of the individuals with whom he works,
- (f) he must act the part of a good citizen of his community.
- (6) How does one go about forming a helpful, wholesome philosophy?
  - (a) the beginnings of one's philosophy have their roots deeply set in hereditary equipment and in abilities,
  - (b) the development of a philosophy proceeds in much the same way as does the development of traits or qualities of leadership.

\*From a mimeograph paper by Dr. Moore of Ohio State University



### XIII. SOME THINGS TO BE PROUD OF AND SOME CHALLENGES TO MEET

1. Most farmers and homemakers now accept that science has a very important contribution to make in their everyday life. The value of research is universally accepted. Extension has helped bring this about.

2. Extension might be called the father of the Agencies. With the advent of the New Deal and the great expansion of the Department of Agriculture beginning in the 1930's, a tremendous number of extension personnel were drawn into the operation of the new agencies. Extension experience was almost universally considered good.

3. Farmer leadership has developed. Farmers are much better organized and they have learned the value of political pressures. They have enlisted business men to help with educational programs. By and large, extension workers have been good politicians but they have kept out of partisan politics.

#### Some Challenges to Meet

4-H Club work is having relationship problems here and there with Future Farmers exponents. Home demonstration work and vocational home economics, particularly adult education classes, in the eyes of some people seem to be duplicating the work of each other. Agricultural agents and vocational agricultural teachers seem to be getting closer and closer together in the types of work each is doing, as vocational agriculture increases its evening course work and supervised projects. Extension and other agricultural agencies are working hard to find a common basis for closer coordination and opportunities to supplement their respective activities.

Some critics say that in its struggle to reach the masses, extension has lost its personal touch. An attempt is being made to regain this with the development of more personal contacts under recently appropriated funds. Can Extension adjust to a more complex program? Can its staff really get together on a farm unit approach? To do so will require resolving some important problems. Some traditions need to be overcome. Admiration of past good work does not solve present day problems. The desire to maintain high educational standards and play down service must be overcome. The two must go together. Ways must be found to harness rivalry among strong subject matter departments in the College and have them work together more closely, each supplementing the other as they approach farm people.

There is need for dynamic leadership. Extension is growing older. Many of its workers are approaching retirement. Some are in a rut. New ideas are accepted more slowly. Older persons are awed by the complexity of new problems. These can be overcome by younger, more dynamic leadership when properly spiced with the experience of the older workers. Extension needs more men and women dedicated to their jobs--men like Seaman A. Knapp, W. J. Spillman, C. B. Smith, Gertrude Warren, to mention only a few.

Interest in economic questions is increasing. We are learning, but do not yet have adequate answers to problems of marketing, consumer information, public affairs, etc. The answers to many of these questions lie in a combination of several subject matter fields. Our problem is to get these subject

matter fields working together. The new funds may help since here the emphasis is on the farm unit approach. Never before did Extension and American agriculture need stronger men and women for county extension agents. Strong men and women who have studied their jobs and are dedicated to their work. Men and women who can adjust as situations change and new programs are required to better solve old problems.



# XIV. CLASS ROLL AND ASSIGNMENTS

Early in the course two persons, one man and one woman, were assigned to keep notes of lectures and discussion each day. Their notes were reported to the class the next class period as review. Also committees of about six members each were appointed to study reference materials and assemble a report on the assigned topic. These reports were presented and discussed in class. These reports and notes taken by the recorders, edited to achieve unity and completeness, are the basis for this "Notebook."

NAME	Recorder Date	COMMITTEE TOPICS											
		: 1:	2:	3:	4:	5:	6:	7:	8:	9:	10:	11:	12:
	June	:	:	:	:	:	:	:	:	:	:	:	:
1. Anderson, Mrs. Josie G.	7	:	:	:	:	:	x:	:	:	:	:	:	:
2. Barret, Mr. Dean E.		:	x:	:	:	:	:	:	:	:	:	:	:
3. Bell, Miss Mae K.	8	:	:	:	:	:	:	x:	:	:	:	:	:
4. Blum, Mrs. Madeline C.		:	:	x:	:	:	:	:	:	:	:	:	:
5. Bollinger, Miss Dora E.	9	:	:	:	:	:	:	:	x:	:	:	:	:
6. Burch, Miss Ruby Ann		:	:	:	x:	:	:	:	:	:	:	:	:
7. Bryan, Miss. Cleo Stiles	10	:	:	:	:	:	:	:	:	x:	x:	:	:
8. Chiles, Miss Bernice		:	:	:	:	x:	:	:	:	:	:	:	:
9. Cook, Mr. Wm. N.	11	:	:	:	:	:	:	:	:	x:	:	:	:
10. Craig, Miss Nina G.		:	:	:	:	x:	:	:	:	:	:	:	:
11. Dancer, Mr. Chas. R.	14	:	:	:	:	:	:	:	:	x:	:	:	:
12. Edmiaston, Miss Zen Ellen	15	:	:	:	:	:	x:	:	:	:	:	:	:
13. Ferguson, Miss Freda A.		:	x:	:	:	:	:	:	:	:	:	:	:
14. Freeny, Mr. John Ellis	16	:	:	:	:	:	:	x:	:	:	:	:	:
15. Funk, Miss Evelyn		:	:	:	:	x:	:	:	:	:	:	:	x:
16. Gray, Mr. Myrl		:	:	x:	:	:	:	:	:	:	:	:	:
17. Hamilton, Mr. James C.	17	:	:	:	:	:	:	:	x:	:	:	:	x:
18. Harl, Mr. Jasper M.		:	:	:	x:	:	:	:	:	:	:	:	:
19. Henderson, Miss Mable	18	:	:	:	:	:	:	:	:	x:	:	:	:
20. Hesser, Mr. I. Jay		:	:	:	:	x:	:	:	:	:	:	:	x:
21. Himes, Miss Vera	21	:	:	:	:	:	x:	:	:	:	:	:	:
22. Hunter, Miss Tomie Lou		:	:	:	:	x:	:	:	:	:	:	:	:
23. Johnson, Mr. Edgar A.	22	:	:	:	:	:	:	:	:	x:	:	:	:
24. Johnson, Mr. Ray		:	x:	:	:	:	:	:	:	:	:	:	:
25. Jones, Mr. Warren S.		:	:	:	:	:	x:	:	:	:	:	:	:
26. Kozel, Miss Valdene M.	23	:	:	:	:	:	:	x:	:	:	:	:	:
27. Lockwood, Mr. J. D.		:	:	x:	:	:	:	:	:	:	:	:	:
28. Manning, Miss Irma	24	:	:	:	x:	:	:	:	:	:	:	:	:
29. Miller, Mr. Harold F.	25	:	:	:	:	:	:	:	:	:	x:	:	:
30. Miller, Mr. Wayne W.		:	:	:	:	x:	:	:	:	:	:	:	:
31. Muncy, Miss Wilma		:	x:	:	:	:	:	:	:	:	:	:	x:
32. Nesmith, Miss Pearl J.		:	:	:	:	:	:	:	x:	:	:	:	:
33. Netherton, Mr. John D.	7	:	:	:	:	:	:	:	:	:	:	x:	:
34. Nowlin, Mr. Phillip		:	:	:	:	:	x:	:	:	:	:	:	:
35. Oswalt, Mr. W. N.	8	:	:	:	:	:	:	:	:	:	:	x:	:

NAME	Recorder Date	COMMITTEE TOPICS											
		: 1:	2	: 3	: 4	: 5	: 6	: 7	: 8	: 9	: 10	: 11	: 12:
	July	:	:	:	:	:	:	:	:	:	:	:	:
36. Ozment, Mr. Dale	8	:	:	: x:	:	:	:	:	:	:	:	:	:
37. Parham, Mr. Billy S.	9	:	:	:	:	:	:	: x:	:	:	:	:	:
38. Parker, Mr. Ray A.		:	:	:	: x:	:	:	:	:	:	:	:	:
39. Pollock, Mr. Otto G. Jr.	10	:	:	:	:	:	:	:	:	: x:	:	:	:
40. Powell, Mr. Thomas Howard		:	:	:	:	: x:	:	:	:	:	:	:	:
41. Reeder, Mr. Robert		:	:	:	:	:	: x:	:	:	:	:	:	:
42. Reynolds, Miss Grace Lee	11	:	:	:	:	:	:	:	:	:	:	: x	:
43. Robinson, Mr. James N.		:	: x	:	:	:	:	:	:	:	:	:	:
44. Sanford, Mr. Bobby D.	15	:	:	:	:	:	:	:	:	:	:	:	: x
45. Sharkey, Mr. Roy L. Jr.		:	:	:	:	: x:	:	:	:	:	:	:	:
46. Sitz, Miss Nettie	14	:	:	:	:	:	:	:	:	: x:	:	:	:
47. Skaggs, Mr. Walter D.	16	:	:	:	:	:	:	: x:	:	:	:	:	:
48. Smith, Miss Edith E.		:	:	:	:	:	: x:	:	:	:	:	:	:
49. Smith, Mr. Ferrell D.		:	:	:	:	:	: x:	:	:	:	:	:	:
50. Smith, Miss Margreat Ann	17	:	:	:	:	:	:	:	: x:	:	:	:	:
51. Smith, Mr. Robert L.		:	: x	:	:	:	:	:	:	:	:	:	:
52. Solomon, Mr. Leonard A.	18	:	:	:	:	:	:	:	:	:	:	: x	:
53. Stevens, Miss Juanita		:	:	: x:	:	:	:	:	:	:	:	:	: x
54. Stevens, Mr. Vernon L.	21	:	:	:	:	:	:	:	:	:	: x:	:	:
55. Strozier, Miss Dorothy Lou		: x:	:	:	:	:	:	:	:	:	:	:	:
56. Taggart, Mr. Wm. F.	23	:	:	:	:	:	:	:	:	:	: x:	:	: x
57. Thompson, Miss Jeffie	22	:	:	:	:	:	:	:	:	: x:	:	:	:
58. Thompson, Miss Maudie		:	:	:	: x:	:	:	:	:	:	:	:	: x
59. Tripp, Mr. Leland D.	24	:	:	:	:	:	:	: x:	:	:	:	:	:
60. Tustison, Miss Mildred		:	: x	:	:	:	:	:	:	:	:	:	:
61. Warkentin, Mr. L. D.		:	:	:	:	: x:	:	:	:	:	:	:	:
62. Wiggins, Miss Ethel Mae	25	:	:	:	:	:	:	:	:	:	:	: x	:
63. Williams, Mr. Dave C. Jr.		:	:	: x:	:	:	:	:	:	:	:	:	:
64. Wood, Mr. Robert H.		:	:	:	:	: x:	:	:	:	:	:	:	:

#### COMMITTEE TOPICS

- 1- Early Approaches to Extension Work
- 2- History and Content of the Lever Bill
- 3- Later Extension Legislation
- 4- Employment Policies
- 5- Functions of Supervisors-Specialists
- 6- Functions of County Staff
- 7- Program Principles and Policies
- 8- Beginnings of Home Demonstration and 4-H Club Work
- 9- Beginnings of Economics Extension
- 10- Functions and Policies of County Extension Office Clerk
- 11- Public Relations Function of Extension Personnel
- 12- How to Approach Farm and Home Development (Discussion Leaders)



# XV. R E F E R E N C E S

1. The Agricultural Extension System - Smith & Wilson
2. History of Agricultural Extension - A. C. True
3. The Demonstration - O. B. Martin
4. Survey of Land-Grant Colleges - Office of Education, USDA 1928  
(Section on Extension)
5. Farmers of the World - Bruner and Others
6. USDA Extension Service Circulars  
265-"Aims and Objectives of Home Demonstration Work"  
237-"What Are the Aims of Rural Living?"  
409-"Extension Supervisors" - Knaus & Hearne  
987-37-"Some Educational Aims and Objectives in Extension Work"  
Inf. Bul. 28-"System in the County Extension Office" - Knaus
7. Fundamentals of Education - B. H. Bode
8. The Administrative Workshop 1946 - Univ. of Wisconsin
9. "Scope of Extension's Educational Responsibilities" 1946 USDA  
(Special Committee Report)
10. Seaman A. Knapp, School Master of American Agriculture - Joseph C. Lincoln
11. Federal Legislation, Regulations & Rulings Affecting Land-Grant Colleges  
and Experiment Stations (Get from Director Brown)
12. "Cooperative Extension Work" - Kelsey & Hearne
13. "Rural America and the Extension Service" - Brunner - Yang
14. "Extension Programs & Policies" - Joint Committee Report - USDA & LGCA  
1948
15. The Agrarian Revival, A Study of Agri. Extension - Russell Lord, Cornell  
University.
16. Report of the U.S. Country Life Commission - Senate Doc #705, 60th Cong.  
2nd Session
17. The 4-H Story - Franklin M. Reck, Iowa State College Press, Ames, Iowa
18. The Land-Grant College Movement - F.B. Mumfort, Univ. of Missouri Agri.  
Exp. Station, Bulletin No. 419 (1944)
19. (a) Turning the Searchlight on Farm Policy - The Farm Foundation (1952)  
(82 page booklet)  
(b) Increasing Understanding of Public Problems & Policies - The Farm  
Foundation (165 pages mimeographed) 1951
20. (a) Federal Aid to Agriculture Since World War I - Donald C. Horton & E.  
Fenton Shepard, BAE, USDA, (Agri. History Quarterly, Vol. 19,  
April '45)  
(b) The McNary-Hangen Bill, 1924-1928 - Darwin N. Kelley, (Agri. History  
Quarterly, No. 14, No. 4, October 1948)
21. Public Policy and Rural Health - Elin Anderson & F. S. Crockett  
(Land-Grant Assoc. Report 1949, pages 133-135)
22. Library copy of House Committee of Agriculture, Hearings 62 Congress,  
2nd Session
23. Rural Health & Social Policy - Elin Lija Anderson, 1944-1951
24. The Life and Work of Seaman A. Knapp - Rodney Cline, Ph.D.
25. Administration of Federal Grants to States - V. O. Keys
26. The County Agent - Gladys Baker
27. The Spirit and Philosophy of Extension Work - R. K. Bliss







